

U.S. Fish & Wildlife Service

# Detroit Lakes

*Wetland Management District*

*Draft*

## Comprehensive Conservation Plan and Environmental Assessment



Comprehensive Conservation Plans provide long-term guidance for management decisions; set forth goals, objectives and strategies needed to accomplish refuge purposes; and, identify the Fish and Wildlife Service's best estimate of future needs. These plans detail program planning levels that are sometimes substantially above current budget allocations and, as such, are primarily for Service strategic planning and program prioritization purposes. The plans do not constitute a commitment for staffing increases, operational and maintenance increases, or funding for future land acquisition.

# Detroit Lakes

## *Wetland Mangement District*

### Comprehensive Conservation Plan Approval

### U.S. Fish and Wildlife Service, Region 3

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## Acknowledgments

Many organizations, agencies and individuals provided invaluable assistance with the preparation of this Comprehensive Conservation Plan. We gratefully acknowledge the input and support of Tom Larson, Mike Marxen, John Schomaker, Mary Mitchell, Sean Killen, and Jane Hodgins, Planners with the Division of Ascertainment and Planning and all of the dedicated employees of the Wetland Management Districts of the U.S. Fish and Wildlife Service.

Region 3 of the U.S. Fish and Wildlife Service is grateful to the many conservation organizations active in western Minnesota for their dedication to the Wetland Management Districts in making them outstanding examples of cooperation and partnership with the many local communities. The Region is equally grateful to every volunteer who contributes time to the programs offered on the Wetland Management Districts. You are truly the backbone of conservation efforts.

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# Executive Summary

Detroit Lakes Wetland Management District is part of a unique natural ecosystem and an equally unique legacy of human partnership.

The ecosystem is known as the tallgrass prairie ecosystem, and its combination of prairie grasslands and small wetlands made it among the most biologically diverse and intricate landscapes in the world. When European settlers arrived and discovered the land's tremendous productivity, the tallgrass prairie ecosystem became one of the most altered ecosystems on earth. The landscape changed rapidly, and little of the original prairie was saved. Today only fragments exist in small, isolated blocks.

USFWS Photo



Partnerships have been inherent in efforts to preserve the remaining prairie. From the Duck Stamp Act of 1934 to the Wetland Loan Act of 1961 to the Small Wetland Acquisition Program of 1962, the U.S. Fish and Wildlife Service (Service) and hunters, environmentalists and communities have worked together to preserve land and wildlife. Funding for acquisition of Waterfowl Production Areas (WPA) comes in

large part from funds generated through the Duck Stamp Act, making duck hunters a key partner in preserving critical habitat within the prairie pothole region. Waterfowl Production Areas are upland grasslands and wetlands purchased by the Service to provide nesting habitat for waterfowl and hunting areas for waterfowl and upland game hunters. Wetland Management Districts (WMD) are the federal administrative units charged with acquiring, overseeing and managing WPAs and easements within a specified group of counties.

Detroit Lakes WMD is part of this heritage. Located in northwestern Minnesota, the District includes the counties of Becker, Clay, Mahnomen, Norman and Polk. The headquarters is near Detroit Lakes, which is located in the southern portion of the District. The District is bordered on the west by the flat Red River valley floodplain and on the east by the rolling hardwood forest and lake region. The area's primary economic base is agriculture, with a strong tourism industry centered on area lakes.

The District currently manages 40,489 fee acres on 163 WPAs and 306 easements covering 11,960 acres and units of the Tallgrass Prairie National Wildlife Refuge. In addition, 14 Conservation Easements totaling 1,340 acres are administered by the District, covering restored wetlands and farmed lands on former Farmers Home Administration inventory property.

Managing the District demands long range planning that reflects vision, science and people. This Draft Comprehensive Conservation Plan describes how we intend to improve wildlife habitat, foster waterfowl production, and expand opportunities for compatible recreation, including hunting, wildlife observation, and environmental education.



The management direction identified in this Draft Comprehensive Conservation Plan charts a course for the next 15 years. This course is summarized in three broad categories – Wildlife and Habitat, People, and Operations.

## Comprehensive Conservation Planning

The Comprehensive Conservation Plan, or CCP, is a guide for management on the Detroit Lakes WMD over the next 15 years. The document provides an outline for how we will accomplish our mission and make our vision become a reality. Several legislative mandates within the National Wildlife Refuge System Improvement Act of 1997 have guided the development of the Plan. These mandates include:

- The focus of management on the Districts is to benefit wildlife conservation.
- Wildlife-dependent recreation activities, (hunting, fishing, wildlife observation, wildlife photography, environmental education and interpretation) are encouraged when they are compatible with wildlife conservation.

The CCP will benefit management of Detroit Lakes WMD by:

- Providing a clear statement of direction for future management of the Districts.
- Giving District neighbors, visitors and the general public an understanding of the Service's management actions on and around the Districts.
- Ensuring that the Districts' management actions and programs are consistent with the mandates of the National Wildlife Refuge System.
- Ensuring that District management is consistent with federal, state and county plans.
- Wildlife-dependent recreation involving compatible hunting, fishing, wildlife observation and photography, or environmental education and interpretation, are the priority public uses of the Refuge System.
- Other uses have lower priority on the refuge system and are only allowed if they are compatible with the mission of the Refuge System, and with the purposes of the individual refuge.
- Providing a basis for the development of budget requests on the District's operation, maintenance, and capital improvement needs.

## The Planning Process

The planning process for this Comprehensive Conservation Plan began October 1, 1997, when a Notice Of Intent to prepare a comprehensive management plan was published in the Federal Register. Initially, members of the planning team identified a list of issues and concerns that were likely to be associated with the management of the Refuge. These preliminary issues and concerns were based

on the team members' knowledge of the area, contacts with citizens in the community, and ideas already expressed to the Refuge staff. Refuge staff and Service planners then began asking Refuge neighbors, organizations, local government units, schools and interested citizens to share their thoughts in a series of open house events.

***Vision Statement for the  
Minnesota Wetland  
Management Districts***

*The Districts will emphasize waterfowl production and ensure the preservation of habitat for migratory birds, threatened and endangered native species, and resident wildlife. The Districts will provide opportunities for the public to hunt, fish, observe and photograph wildlife and increase public understanding and appreciation of the Northern Tallgrass Prairie Ecosystem.*

Open houses were conducted at each District as well as the Regional Office at Ft. Snelling, Minnesota.

People were invited to send in written comments describing their support or concerns about the Districts. Fifty-one written comments were received.

A survey of public use was conducted and focus group meetings were conducted to develop the issues, goals, and objectives for the Plan. These meetings included the District Managers and invited participants from the University of Minnesota, The Nature Conservancy, and the U.S. Geological Survey, Northern Prairie Wildlife Research Center. Concurrent with the focus group meetings, planning staff met with individual Districts numerous times to review issues and discuss District management.

A wide range of issues, concerns and opportunities were expressed during the planning process. Numerous discussions among Refuge and planning staff, focus groups and resource specialists brought to light several recurring themes. Issues fall into broad categories of wildlife, habitat and people. Dealing with these issues is at the core of the development of goals and objectives for the management of the Minnesota Wetland Management Districts.

## **Management Alternatives**

An environmental assessment (EA) encompassing all six of the Minnesota Wetland Management Districts was prepared as part of the planning process. Three management alternatives were evaluated in the EA, including: maintaining management of current wetland management district acres but not acquiring more land; increasing land holdings to meet the goal acres and maintain current management practices; and improve WMDs for waterfowl and other trust species. The Service has selected the third alternative, improve the Districts for waterfowl and other trust species, as the preferred alternative. Each alternative is briefly described in the following paragraphs.

## **Alternatives Development**

Project Leaders on WMDs within the major waterfowl breeding habitats of the United States have been charged with the responsibility to identify tracts of land that meet the goals of the Small Wetland Acquisition Program (SWAP) for inclusion in the National Wildlife Refuge System (NWRS). Of all the responsibilities Project Leaders carry, identifying lands to include in the NWRS has the longest lasting implications and is by far the most important. The land, once

acquired, needs to be managed intensively with a variety of tools available to the managers. The intensity of management is limited by the number of staff available and the scattered distribution of the land holdings across a wide landscape in 28 counties of western Minnesota. The following alternatives identify three approaches meeting the goals and responsibilities of land ownership and management.

The main goal of the SWAP has been, and still is, to purchase a complex of wetlands and uplands that provide habitat in which waterfowl can successfully reproduce. The basic concept has been to purchase in fee title key brood marshes that include adequate nesting cover on adjacent uplands while protecting under easement surrounding temporary and seasonal wetland basins as breeding pair habitat. Once this is accomplished the land must be managed through seeding with native grasses and forbs, burning, and spraying for exotic and/or invasive vegetation and insects, and dispose abandoned buildings and wells. In addition, the areas must be fenced, signed and made accessible to the public.

The SWAP began in 1958 and accelerated rapidly in the early 1960s with passage of the Wetlands Loan Act. The original 1960s delineations were prepared for each fee title parcel based on their suitability to provide brood rearing habitat for waterfowl. These delineations designated wetlands as priority A, B, and C for fee title purchase. These tracts had few upland acres and only existing wetlands with no drainage facilities were considered for fee or easement purchase. In some locations, these original delineations have been reevaluated and revised. In Minnesota, a 1974 exercise produced maps showing proposed boundaries of each fee title delineation, as well as wetlands within a 2-mile radius that were eligible for easement purchase. A 1984 effort produced maps of “significant wetland areas” for fee title purchase. Although dated, these efforts were biologically sound and provide valuable information in deciding which properties to purchase today.



Over the years our understanding of breeding waterfowl biology has increased and the landscape of the Upper Midwest has changed dramatically. The SWAP itself has evolved to include purchase of drained wetlands, increased upland acreage, and grassland easements along with new counties that include lands within intensely agricultural and urbanized landscapes.

Three possible alternatives to acquisition and management were considered as we thought about the future of the programs for the wetland management districts. The three alternatives were (1) manage what lands we currently own; (2) acquire additional lands and manage them as we currently manage the lands that we own; and (3) acquire additional lands and expand management beyond the present level of intensity.

In the following sections we summarize what we would do under each alternative. More detail is provided in Chapter 2 of the EA (Appendix N of this document). The third alternative is our preferred alternative, which is developed in more detail as the Comprehensive Conservation Plan.

#### Alternative 1 – Maintain Management on Current Acres With No Additional Land Acquisition

Under this alternative we would manage fee title land already in the system and would not increase the holdings to the agreed goal acres for each county within the District. We would restore native grasslands using local ecotypes of mixed native grasses and forbs and improve wetlands by increasing water control and improving watersheds. We would regularly evaluate our approach to waterfowl production. We would maintain the recruitment rate of waterfowl and the current level of inspection of our lands and easements. We would continue to



conduct the 4-square-mile monitoring program and the monitoring of nesting structures under this alternative. We would continue routine surveys such as the scent post survey and bird counts and non-routine surveys when requested, such as the deformed frog survey. We would continue to avoid any actions that would harm endangered or threatened species, and we would note the presence of any species that is federally listed as endangered or threatened.

We would maintain the public access to WPAs that currently exists. We would complete and document development plans for every WPA on the District as time and staffing permit. The development plans would be recorded in a geographic information system and document ownership boundaries, habitat, facilities and history of management.

Each District would continue with the current level of staffing. We would identify and replace facilities and equipment that do not meet Service standards. We would expect that the maintenance backlog would be reduced, but not eliminated, over the life of the CCP.

Management would continue to be inconsistent among Districts. There would be limited coordination with the Districts in Iowa, Wisconsin, and the Dakotas.

#### Alternative 2 – Increase Land Holdings to Goal Acres and Maintain Current Management Practices (Current Management)

Under this alternative we would continue acquiring land up to the goal acres agreed to by each county within the District (See Table A). We would expand the size of WPAs in areas of prime waterfowl use through easements and working with partners.

We would restore native grasslands using local ecotypes of mixed native grasses and forbs and improve wetlands by increasing water control and improving watersheds. We would regularly evaluate our approach to waterfowl production. We would maintain the recruitment rate of waterfowl and the current level of inspection of our lands and easements. We would continue to conduct the 4-square-mile monitoring program and the monitoring of nesting structures under this alternative. We would continue routine surveys such as the scent post survey and bird counts and non-routine surveys when requested, such as the deformed frog survey. We would continue to avoid any actions that would harm endangered or threatened species. We would note the presence of any species that is federally listed as endangered or threatened.

We would continue current public access on existing areas and add access to new acquisitions slowly over several years. We would complete and document development plans for every WPA on the District as time and staffing permit. The development plans would be recorded in a geographic information system and document ownership boundaries, habitat, facilities and history of management.

Each District would continue with the current level of staffing. We would identify and replace facilities and equipment that do not meet Service standards. We would expect that the maintenance backlog would be reduced, but not eliminated, over the life of the CCP.

Management would continue to be inconsistent among Districts. There would be limited coordination with the Districts in Iowa, Wisconsin, and the Dakotas.

Alternative 3 – Increase Land Holdings to Goal Acres and Expand Management for Waterfowl, Other Trust Species and the Public. (Preferred Alternative)

Under this alternative we would continue acquiring land up to the goal acres agreed to by each county within the District (See Table A). We would expand the size of WPAs in areas of prime waterfowl use through easements and working with partners. We would focus whenever possible on prime habitat as outlined in the Habitat and Population Evaluation Team (HAPET) “thunderstorm” maps. These maps reveal high density waterfowl populations and, because the results are color coded, look somewhat like weather maps.

We would follow the Strategic Growth of the SWAP Guidelines for Fee and Easement Purchase (See Appendix L). These Guidelines specify that:

- 1) The program will focus on providing the mission components for the WMD landscape: wetland complexes, surrounding grasslands and a predator component that approaches a naturally occurring complement (i.e., coyotes vs. red fox).
- 2) The program will focus on established delineation criteria (size, location, ratio of upland to wetlands, soil composition, etc.) for all fee title, habitat and wetland easements (Appendix L).
- 3) The program will prioritize acquisition based on thunderstorm maps, land cover (grassland acres), landscape characteristics and data on predator populations. Prioritization will be given to tracts that benefit waterfowl, but other wildlife benefits will be considered in the priorities such as native prairie, endangered or threatened species, colonial nesting birds and expanding and protecting large tracts of grassland as Grassland Bird Core Conservation Areas as proposed by Fitzgerald et al. (1998).



Photo by Bernie Angus

We would restore native grasslands using local ecotypes of mixed native grasses and forbs and improve wetlands by increasing water control and improving watersheds. We would, where possible, follow HAPET recommendations for nesting platforms and predator management (electric fencing, predator control, islands, etc). Cooperating landowners within the District's watershed would be

**Table A: Fee Title Acres Approved and Goal Acres Per District in Accordance with the Land Exchange Board**

<b>Wetland Management Districts</b>	<b>Fee Title Acres Approved for Purchase by the Land Exchange Board</b>	<b>Goal Acres</b>	<b>Remainder</b>
Detroit Lakes	40,585	98,280	48,695
Fergus Falls	42,671	74,6675	32,004
Litchfield	32,828	76,220	43,392
Big Stone	2,329	0	0
Morris	49,780	74,830	25,050
Windom	12,074	24,476	14,927

offered incentives and/or compensated through cost-sharing agreements for applying conservation and environmental farming practices on their lands and for creating, maintaining, or enhancing habitat for wildlife.

We would regularly evaluate our approach to waterfowl production and improve waterfowl monitoring. We would increase the recruitment rate of waterfowl and increase inspection of our lands and easements. We would work to prohibit the introduction of wildlife species that are not native to the Northern Tallgrass Prairie Ecosystem.

We would employ a scientifically defensible means to monitor and evaluate habitats and populations under this alternative. We would increasingly use geographic information systems in our monitoring. We would inventory the hydrological systems within the Districts, invertebrate communities, and monitor contaminant levels in water flowing into District wetlands. We would increase our surveys and monitoring of threatened and endangered species, invertebrates, and unique communities under this alternative. We would seek opportunities to enhance and reintroduce native species in the districts.



USFWS Photo

Under this alternative we would expand and improve opportunities for public use through construction of additional parking lots and interpretive kiosks on existing and acquired lands.

We would complete and document development plans for every WPA on the District within three years under this alternative. The development plans would be recorded in a geographic information system and document ownership boundaries, habitat, facilities and history of management.

Staff would be added to the Districts under this alternative. Implementation of the CCP would rely on partnerships formed with landowners in the watershed, volunteers and interested citizens, farm and conservation organizations, and with appropriate government agencies. We would identify and replace facilities and equipment that do not meet Service standards. Our goal would be to meet the standards by 2010.

Management of the Districts would be more consistent among the Minnesota Districts and with the Districts in Iowa, Wisconsin and the Dakotas.

## Planning Issues and Management Direction

A wide range of issues, concerns and opportunities were expressed during the planning process. Numerous discussions among Refuge and planning staff, focus groups and resource specialists brought to light several recurring themes. Issues fall into broad categories of wildlife, habitat and people. In the following paragraphs, we list the issues that were identified in this planning process and our objectives for addressing that issue.

### Wildlife and Habitat

#### *Can we improve waterfowl productivity?*

We will work to increase waterfowl production through effective monitoring of populations, evaluating current management actions, increasing recruitment through cropland conversion to grassland, use of artificial structures where appropriate, and protecting existing National Wildlife Refuge System lands as well as other waterfowl habitats in cooperation with District partners.

#### *Strategic Acquisition: Can we buy the highest priority land in the most efficient and cost-effective manner possible?*

We will ensure strategic land acquisition by evaluating current acquisition guidelines, identifying priority acquisition areas, and evaluating acreage goals while securing rapid responses to sellers through close coordination with the acquisition office.

#### *Managing Uplands: Can we improve prairie restoration by planting the right seeds, using the right management tools?*

We will seek to reestablish and manage native plant communities by seeding a diverse mixture of local grasses and forbs each year as determined through the development of a grassland management plan dictating the location, use of fire, grazing, and haying as viable management tools.



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#### *Managing and Restoring Wetlands: How do we manage wetlands to maintain or increase productivity?*

We will strive to restore and manage wetlands primarily within identified priority areas, increasing the amount and quality of water level management, monitoring hydrological systems, and encouraging and cooperating in research of these systems.

#### *Can we improve biological inventories and monitoring on WPAs?*

We will improve biological inventories and monitoring through planning, training, expanded species data gathering, research, and utilization of Geographic Information Systems (GIS). The District will increase the use of biological data when making management decisions.



*Can we stem the loss of migratory birds in the Northern Tallgrass Prairie Ecosystem?*

We will try to stem the loss of all migratory birds by expanding restoration of upland wetland and riparian habitats on private lands and developing or managing one or more wetlands in each county or priority area exclusively for webless migratory birds.

*Can we manage District land to preserve, restore and enhance threatened and endangered species, rare and declining species, and address regional priority species?*

We will preserve, restore and enhance threatened and endangered species and rare and declining species through the collection of baseline population and habitat data, tailored management activities, enforcement of regulations and cooperation with partners.

*Under what circumstances should we reintroduce rare native species to District land?*

We will seek to reintroduce rare native species where feasible by identifying, evaluating and prioritizing opportunities as well as implementing reintroduction programs in close cooperation with the Minnesota Department of Natural Resources.

*How do we mitigate negative external influences such as contaminants on WPAs and reduce its impact on long-term health and productivity of District land?*

We will work to mitigate negative external influences on Service lands by identifying, monitoring and developing action plans to address threats such as pesticide use, contaminants, soil erosion and poor water quality.

*How do we balance management for Federal trust species with the needs of resident species?*



USFWS Photo

We will balance management of Federal trust species with the needs of resident species by cooperating with state wildlife agencies and local conservation organizations to provide compatible food and cover sources where there are documented needs.

*How do we reduce crop loss caused by Canada geese foraging on private land adjacent to WPAs?*

We will work to reduce crop loss caused by Canada Geese foraging on private lands adjacent to Waterfowl Production Areas by developing a Memorandum of Understanding with the Minnesota

Department of Natural Resources which defines agency responsibilities to provide alternate feeding areas and long-term solutions.

*Invasive species, both exotic and native, are negatively impacting the natural ecological balance of grasslands and wetlands on WPAs.*

We will seek to control the negative impacts of invasive species by taking aggressive control measures against exotic plants, documenting and eradicating inva-



sive plant populations, and increasing long-term resolution of these problems through biological controls.

*What is the Long Range Goal of the Partners for Fish and Wildlife Program (Private Lands) be on Wetland Management Districts?*

We will identify the long-range goals of the District's Partners for Fish and Wildlife Program (private lands) by developing priority action items that could include identification of partners in key project areas, and developing a brochure for the public to better define the Partners program and its benefits.

## People

*There are conflicting views concerning the costs and benefits of federally owned land in a community. Who benefits? Who pays?*

We will identify the benefits and costs of Federally owned land to a community by investigating the economic value of wetlands and federal land ownership as well as revenue sharing in relation to local taxes. We will seek to determine the social values of wildlife and natural habitats to people.



USFWS Photo

*How do we provide adequate facilities and programs for the public to fully enjoy wildlife-related recreation in a way that is compatible with our main mission?*

We will provide adequate facilities and programs for public enjoyment of compatible wildlife-related recreation by enhancing public use experiences with accessible facilities that meet National Visitor Service Standards as well as providing current maps and District information. We will increase environmental education opportunities through additional "hands-on" exhibits, specific on-site interpretative opportunities, and building volunteer programs to establish a District Friends Group.

## Operations

*Districts need sufficient staff in critical areas to fully meet resource challenges and opportunities.*

We will meet staffing needs for resource challenges and opportunities by hiring additional administrative, biological, technical and maintenance personnel.

*Districts need office, maintenance, and equipment storage facilities to carry out their mission.*

We will provide adequate maintenance and storage facilities by selecting and developing a secure maintenance and equipment storage area within the boundaries of the Wetland District.

*Vehicles and other necessary equipment need to be replaced on a regular basis according to Service standards.*

We will schedule vehicle and equipment replacements to achieve industry standards when normal life expectancy is reached and acquire all adequate equipment to achieve Wetland Management District Goals.

*Funding is needed to develop and manage newly acquired WPA land and facilities.*

We will develop newly acquired Waterfowl Production Areas by identifying these needs, securing funding and carrying out projects immediately after lands are purchased. We will identify the costs of new lands to the District's annual operation and maintenance budget.



We will maintain existing waterfowl production areas at Service standards including boundary posting, nature trails, parking lots, access trails, water control structures and fences by maintaining a current inventory of maintenance needs on the Maintenance Management System database, and we will update these costs and priorities annually.

*Individual WPA development plans and record keeping need to be updated.*

We will ensure that Waterfowl Production Area Development Plans are current by performing complete resource inventories and utilizing the most current Geographic Information System technology and complete unit planning to meet trust responsibilities.

*The Districts need to be consistent in their application of policy and resource protection efforts.*

We will seek consistency in policy and practices on all Service Wetland Management Districts by attending coordination meetings and following Service policy when implementing programs.

## **Essential Staffing, Mission-Critical Projects and Major Maintenance Needs**

The Service relies on two systems to track the needs of the Wetland Management Districts and other units of the National Wildlife Refuge System. These systems are the Refuge Operating Needs System and the Maintenance Management System. Each station has scores of projects in each system, representing a need which is often beyond the realities of funding. However, each station has identified its most critical needs which form a realistic assessment of funding needed to meet many of the goals, objectives, and strategies identified in the CCP. These needs also form the basis for the President's budget request to Congress. These critical needs are listed below in the categories of essential staff, mission-critical projects, and major maintenance projects. A complete

listing of projects in the Operating Needs System is found in Appendix G of this document and it represents the long-term needs of the Detroit Lakes Wetland Management Districts to operate at optimum levels.

#### Essential Staffing Needs

Wildlife Biologist  
Resource Specialist  
Visitor Services Specialist

#### Mission-Critical Projects

Grassland Habitat Restoration  
Water-Level Management and Visitor Services  
Wildfire Suppression and Prescribed Fire

#### Major Maintenance Projects

Replace Tiltbed Truck  
Replace Tractor  
4 Additional Projects

**Total Funding Needs:                      \$1,013,000**



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## Where You Can Find the CCP

The complete comprehensive conservation plan is available for review at each Wetland Management District office and at local libraries in Odessa, Fergus Falls, Detroit Lakes, Morris, Litchfield and Windom.. The Draft CCPs for each District are also available on the Service's planning web site:  
<http://midwest.fws.gov/planning/wmdtop.htm>

## How You Can Be Involved

Public participation is the cornerstone of comprehensive conservation planning. By letting us know what you think of the draft comprehensive conservation plans, you can help the Service develop plans that accomplish conservation goals and fulfill the needs of people visiting Minnesota Wetland Management Districts.

A public review period follows the release of the comprehensive conservation plan and this summary. Comments will continue to be welcome throughout the planning process, however in order for your thoughts to be considered in preparation of the final CCP, we need to receive your comment by September 13, 2002.

Written comments can be submitted either through the mail or electronically through our Web site (<http://midwest.fws.gov/planning/wmdtop.htm>). Please address written correspondence to:

U.S. Fish & Wildlife Service  
Detroit Lakes WMD  
Attention: CCP Comment  
Route 3  
Box 47 D  
Tower Road  
Detroit Lakes, MN 56501

# Chapter 1: Introduction and Background

## Overview: History of Refuge Establishment, Acquisition, and Management

The Wetland Management Districts of Minnesota are set in a landscape that was once a mosaic of prairie and wetlands. From north to south the land varied between woodland, sandy ridges and hills covered by prairie flowers, dotted with small, blue wetlands and oak savannah. It was beautiful, rolling country teeming with waterfowl and other wildlife. Early explorers from Europe described its park-like quality with wonder. The combination of prairie grasslands and small wetlands made it among the most biologically productive landscapes in the world; supporting many people and an abundance of wildlife.

U.S. Fish & Wildlife Service Photo



The prairie harbored bison herds estimated at 50 to 60 million. From Alexander Henry's January 14, 1801, journal reporting for the Red River Valley, "...At daybreak I was awakened by the bellowing of buffaloes...I dressed and climbed my oak for a better view. I had seen almost incredible numbers of buffalo in the fall, but nothing in comparison to what I now beheld. The ground was covered at every point of the compass, as far as the eye could reach, and every animal was in motion."

Only 100 years after this entry, the myth of the prairies' unlimited abundance was severely tested. Many important game species were driven to near extinction by intensive and uncontrolled killing and commercial over-harvest encouraged by East Coast and European markets. Free-roaming bison, the Great Plains wolf, swift fox, pronghorn antelope and grizzly bear were eliminated from Minnesota. Black bear and elk were removed from their prairie niche. Many Native American tribes that depended on these resources were decimated by disease and conflict.

When European settlers arrived on the prairies, they recognized the land's productivity and rapidly turned it to agriculture. In a few decades it ranked among the richest agricultural land in the world. The landscape changed so rapidly, little of the original prairie was saved. Today, only fragments remain in isolated, small blocks. With fragmentation and the loss of large predators, smaller predators such as raccoon, striped skunks and fox increased, much to the detriment of ground-nesting birds and other native grassland species.

Perhaps no other ecosystem on earth as been so dramatically altered, in such a short time, as the tallgrass prairie ecosystem of the Midwest.

The early mission of the Fish and Wildlife Service was to protect species from over-harvest and manage wildlife for a quality hunt. Waterfowl have been a central focus from the very beginning. Many species of prairie waterfowl and shorebirds were saved by legislation formed to protect them from market hunting.

Early surveys of the Prairie Pothole Region revealed a strong correlation between prairie wetlands and waterfowl breeding habitat. Biologists learned that waterfowl success is directly linked to the number of wetlands. When winter snows fill the small wetlands, waterfowl populations soar. Since the wetlands are shallow by nature, their value to waterfowl varies from year to year depending on the amount of snow and rain. In years of drought, wetlands dry and waterfowl populations plummet. The crucial link between wetlands and waterfowl was made during a time when wetlands throughout the prairies were being drained at an unprecedented rate for agriculture.

In 1934 the Duck Stamp Act was passed, setting the stage for the most aggressive land acquisition campaign for conservation of wildlife habitat in American history. Although the original Act did not allow purchase of small wetlands, it created a way for hunters to actively participate in maintaining waterfowl populations. In 1958 the Act was amended, making it possible for the Service to buy small wetlands and uplands for breeding waterfowl and for hunting. The acquired wetlands became Waterfowl Production Areas (WPAs) and formed the core of the Wetland Management Districts.

The Act was passed in the nick of time. Between 1780 and 1980 approximately 42 percent of Minnesota wetlands were drained. Between 1974 and 1980, an estimated 16.8 percent of the remaining seasonal, semi-permanent and permanent wetlands were lost. Today over 70,000 miles of ditches drain wetlands in Minnesota with a continuing annual wetland loss of 2.4 percent per year.



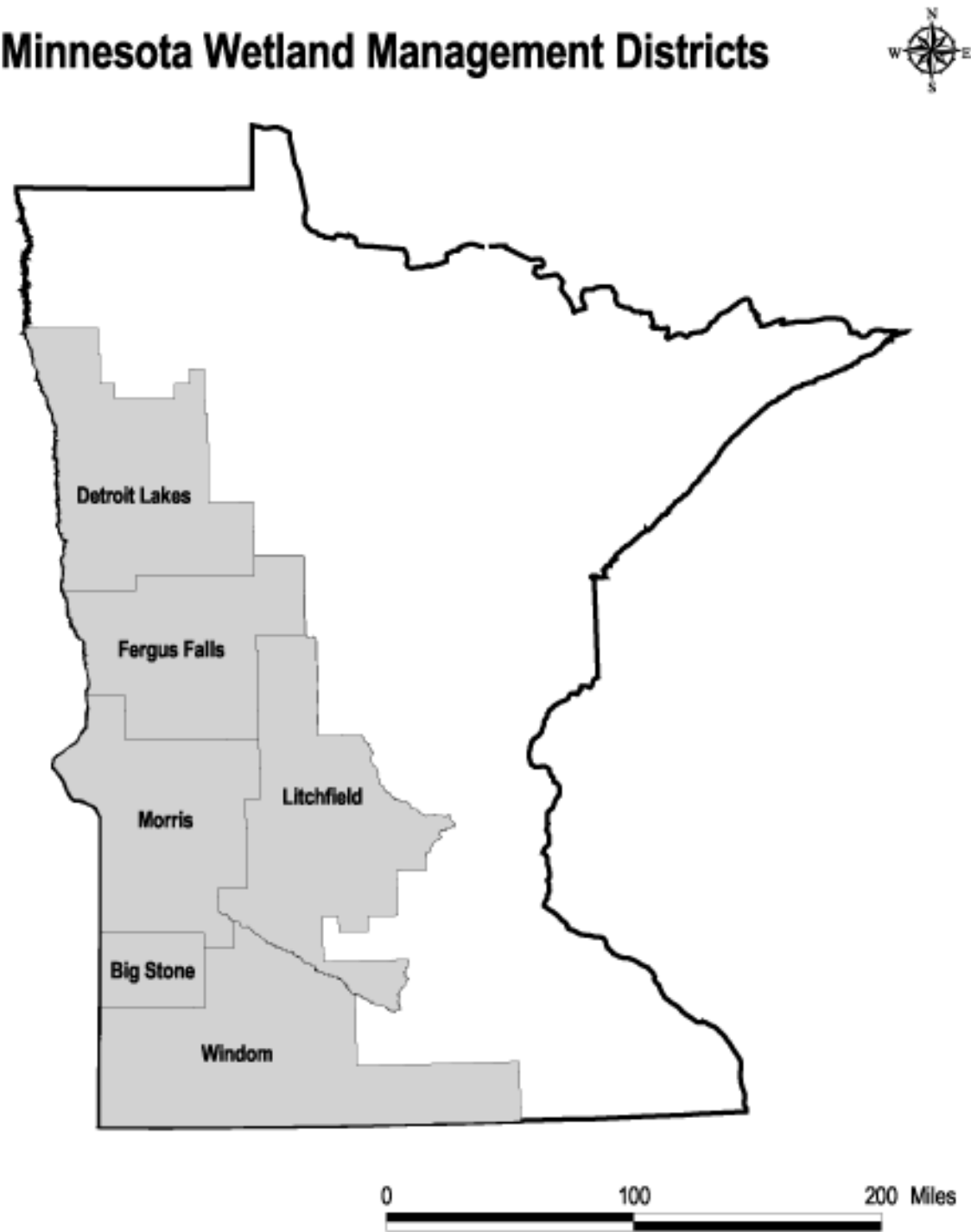
Photo Copyright Jan Eldridge

At the time the Small Wetland Acquisition Program (SWAP) began in 1962, the U.S. Fish and Wildlife Service entered into a Procedural Agreement with the State of Minnesota. This document laid out the rules for the purchase of wetlands as required by the Wetland Loan Act of 1961. The agreement was amended in 1976 when the number of counties authorized for acquisition increased from 19 to 28, and the goal acreage was increased. In 1991, the Minnesota Land Exchange Board gave the Service approval to expand its land acquisition program to all 87 counties of the state. The state goal of 231,000 acres in fee title and 365,170 acres in easements, as established in 1976, remains unchanged (See Appendix A for a complete listing of the District legal mandates).

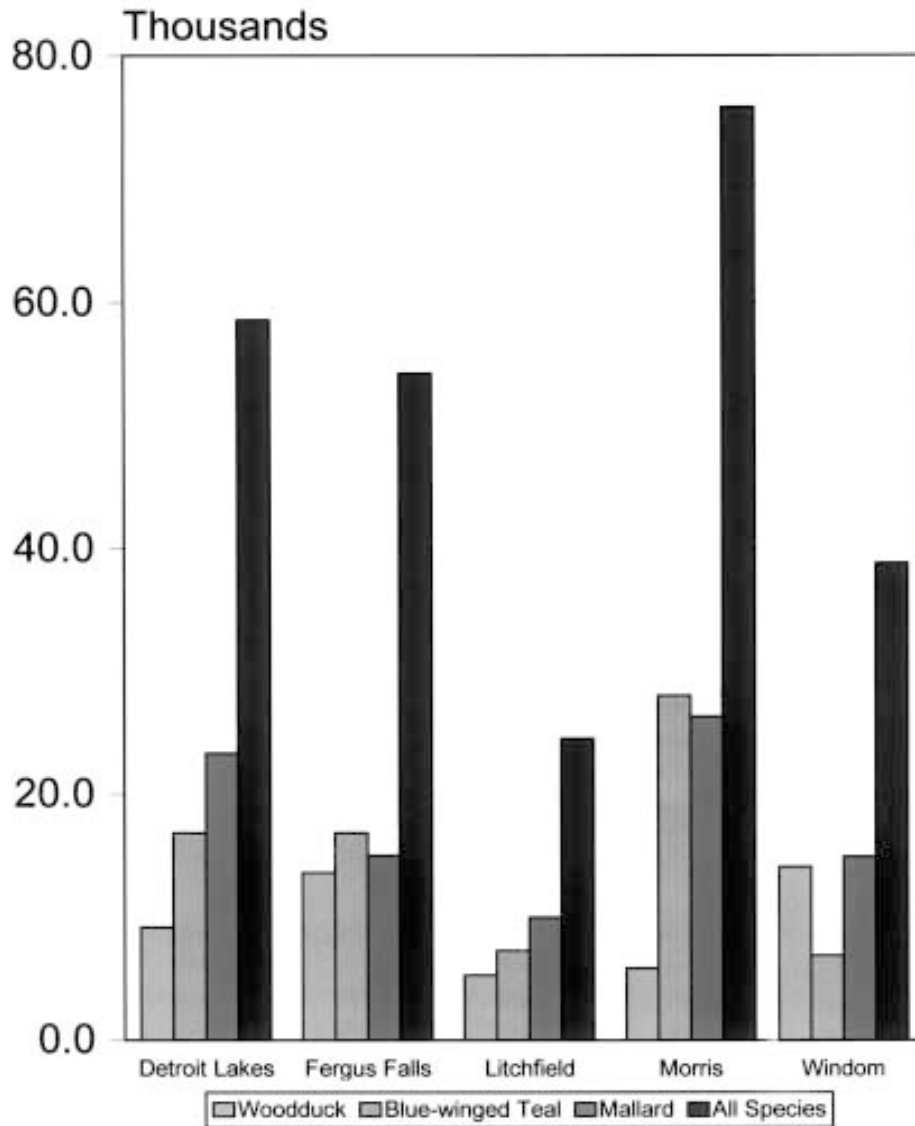
In western Minnesota, as of March 31 1999, the Service owned 171,863 acres, of which 56,693 acres were wetlands (Figure 1). In addition, the Service administers perpetual easement agreements on 266,171 acres, of which 62,098 acres are wetlands. Wetlands that were once drained have been restored; on Waterfowl Production Areas, 4,064 wetland restorations have impounded 15,900 wetland acres.

The program has been remarkably successful in the face of great odds. The Wetland Management Districts combine to form a greater land mass than the largest national wildlife refuge in the lower 48 states. Each District has, on average, 23,400 to 73,400 breeding ducks each year; all Districts combined average 240,600 breeding ducks each year (Figure 2).

Figure 1: Minnesota Wetland Management Districts



**Figure 2: Breeding Pair Population (Averaged) for Major Duck Species in Minnesota Wetland Management Districts 1987-2000**



Data values are for 13 species (mallard, gadwall, blue-winged teal, northern shoveler, northern pintail, wigeon, green-winged teal, wood duck, redhead, canvasback, scaup, ringneck and ruddy duck).

Litchfield, Roseau and Windom wetland management districts data are for the years 1989-2000.

Source: Waterfowl Breeding Populations and Production Estimates, for the Prairie Pothole Region of Minnesota (4 square mile survey). Habitat and Population Evaluation Team, U.S. Fish and Wildlife Service, Fergus Falls, Minnesota



## Background

### Purpose and Need for the Comprehensive Conservation Plan

This Comprehensive Conservation Plan, or CCP, is a guide for management on the Wetland Management Districts over the next 15 years. The document provides an outline for how we will accomplish our mission and make our vision become a reality. Several legislative mandates within the National Wildlife Refuge System Improvement Act of 1997 have guided the development of the Plan. These mandates include:

- The focus of management on the Districts is to benefit wildlife conservation.
- Wildlife-dependent recreation activities (hunting, fishing, wildlife observation, wildlife photography, environmental education and interpretation) are encouraged when they are compatible with wildlife conservation.

This CCP will benefit management of Wetland Management Districts by:

- Providing a clear statement of direction for future management of the Districts.
- Giving District neighbors, visitors and the general public an understanding of the Service's management actions on and around the Districts.
- Ensuring that the Districts' management actions and programs are consistent with the mandates of the National Wildlife Refuge System.
- Ensuring that District management is consistent with federal, state and county plans.
- Wildlife-dependent recreation involving compatible hunting, fishing, wildlife observation and photography, or environmental education and interpretation, are the priority public uses of the Refuge System.
- Other uses have lower priority on the refuge system and are only allowed if they are compatible with the mission of the Refuge System, and with the purposes of the individual refuge.
- Providing a basis for the development of budget requests on the District's operation, maintenance, and capital improvement needs.

### The U.S. Fish and Wildlife Service



The U.S. Fish and Wildlife Service as we know it today has evolved and changed with the country's use of natural resources and the growing respect for the environment. Today the Service is the primary Federal agency responsible for conserving, protecting, and enhancing fish and wildlife and their habitats for the continuing benefit of the American people.

Specific responsibilities include enforcing Federal wildlife laws, managing migratory bird populations, restoring nationally significant fisheries, administering the Endangered Species Act, and restoring wildlife habitat such as wetlands. The Service also manages the National Wildlife Refuge System.



## The National Wildlife Refuge System

The National Wildlife Refuge System is a significant focus of the Service. Founded in 1903 by President Theodore Roosevelt with the designation of Pelican Island as a refuge for brown pelicans, the National Wildlife Refuge System is the world's largest collection of lands specifically managed for fish and wildlife. The System is a diverse network of more than 500 national wildlife refuges encompassing more than 92 million acres of public land and water. Most of the land - 86 percent - is in Alaska, with approximately 15 million acres spread across the lower 48 states and several island territories. Refuges provide habitat for more than 5,000 species of birds, mammals, fish and insects.



Like Pelican Island, many early national wildlife refuges were created for herons, egrets and other water birds. Others were set aside for large mammals like elk and bison. By far the most refuges have been created to protect migratory waterfowl. This is a result of the United States' responsibilities under international treaties for migratory bird conservation as well as other legislation, such as the Migratory Bird Conservation Act of 1929. A map of the National Wildlife Refuge System shows refuges dotting the four major flyways that waterfowl follow from their northern nesting grounds to southern wintering areas.

National wildlife refuges also play a vital role in preserving endangered and threatened species. Among the refuges that are well known for providing habitat for endangered species are Aransas National Wildlife Refuge in Texas, the winter home of the whooping crane; the Florida Panther Refuge, which protects one of the nation's most endangered mammals; and the Hawaiian Islands Refuge, home of the Laysan duck, Hawaiian monk seal and many other unique species.

Refuges also provide unique opportunities for people. When it is compatible with wildlife and habitat needs, refuges can be used for wildlife-dependent activities such as hunting, fishing, hiking, wildlife observation, photography, environmental education and environmental interpretation. Many refuges have visitor centers, wildlife trails, automobile tours, and environmental education programs. Nationwide, more than 33 million people visited national wildlife refuges in 1999.

The National Wildlife Refuge System Improvement Act of 1997 established many mandates aimed at making the management of national wildlife refuges more cohesive. The preparation of Comprehensive Conservation Plans is one of those mandates. The legislation requires the Secretary of the Interior to ensure that the mission of the National Wildlife Refuge System and purposes of the individual refuges are carried out. It also requires the Secretary to maintain the biological integrity, diversity and environmental health of the refuge system.

## Minnesota Wetland Management Districts Vision Statement

The Districts will emphasize waterfowl production and ensure the preservation of habitat for migratory birds, threatened and endangered native species, and resident wildlife. The Districts will provide opportunities for the public to hunt, fish, observe and photograph wildlife and increase public understanding and appreciation of the Northern Tallgrass Prairie Ecosystem.

## Legal and Policy Guidance

Waterfowl Production Units within the Fergus Falls Wetland Management District are acquired under the establishing authority of the Migratory Bird Hunting Stamp Act (Duck Stamp Act) as amended (16 U.S.C. 718-718h).

“The Secretary of the Interior is authorized to utilize funds made available under subsection (b) of this section for the purposes of such subsection, and such other funds as may be appropriated for the purposes of such subsection, or of this subsection, to acquire, or defray the expense incident to the acquisition by gift, devise, lease, purchase or exchange of, small wetland and pothole areas, interests therein, and rights of way to provide access thereto. Such small areas, to be designated as “Waterfowl Production Areas” may be acquired without regard to the limitations and requirements of the Migratory Bird Conservation Act, but all the provisions of such Act which govern the administration and protection of lands acquired thereunder, except the inviolate sanctuary provisions of such Act, shall be applicable to areas acquired pursuant to this subsection.”

In addition to the Fergus Falls Wetland Management District’s establishing authority legislation and the National Wildlife Refuge Improvement Act of 1997, several Federal laws, executive orders and regulations govern its administration. See Appendix A for a list of the guiding laws and orders.

## Existing Partnerships: The Ecosystem Approach

The Service initiated its Ecosystem Approach in March of 1994. The primary goal of the Ecosystem Approach is conserving natural biological diversity and ecosystem integrity while supporting a sustainable level of human use. Nationally, the Service divided the country into 53 ecosystems based upon watersheds. Ecosystem teams, which include project leaders within each of the ecosystem boundaries, are the primary forum through which the Service implements the Ecosystem Approach.

The Service has set new standards for teamwork, creativity, flexibility, and communication between and among our operational units and with all partners within the ecosystem. The Service participates in public and private partnerships at many levels. Since many of the species under our care do not respect state and national borders, we also have a role within the larger ecosystem of the Western Hemisphere via such treaties as the Migratory Bird Treaty with our neighbors in Mexico and Canada.

In Minnesota, Wetland Management Districts fall within three organized ecosystem efforts, namely the Northern Tallgrass Prairie Habitat Protection Area, the Mississippi Headwaters/Tallgrass Prairie Ecosystem, and the Prairie Pothole Joint Venture of the North American Waterfowl Management Plan. The District programs are compatible with the goals and objectives of these major projects as well as the plan objectives for the Partners in Flight, and the U.S. Shorebird Conservation Plan.

## Migratory Bird Conservation Initiatives

Wetland Management Districts participate in several ongoing migratory bird conservation initiatives. The North American Waterfowl Management Plan (NAWMP) is a partnership effort to restore waterfowl populations to historic levels. It was devel-

oped in 1986, with objectives and strategies evolving through NAWMP Updates. Districts strive to achieve waterfowl objectives outlined in Joint Venture Implementation Plans. The Wetland Management Districts of Western Minnesota fall within the Prairie Pothole Joint Venture.

Several other bird initiatives have been developed in recent years. Partners In Flight (PIF) deals primarily with landbirds and has developed Bird Conservation Plans for numerous physiographic areas across the U.S. These plans include priority species lists, associated habitats, and management strategies. Districts strive to implement the conservation strategies outlined in these plans to the extent possible.

The U.S. Shorebird Conservation Plan and the North American Waterbird Conservation Plan have regional components that identify priority species and conservation strategies, mostly focused around habitat, that will address the needs of these groups of birds.

All migratory bird conservation programs will be integrated under the umbrella of the North American Bird Conservation Initiative (NABCI). This is a continental effort to have all bird initiatives operate under common Bird Conservation Regions and to consider the conservation objectives of all birds together to optimize the effectiveness of management strategies. The goal of NABCI is to facilitate the delivery of the full spectrum of bird conservation through regionally-based, biologically-driven, landscape-oriented partnerships.



Photo Copyright by Jan Eldridge

## Working With Partners

The Wetland Management Districts are composed of small parcels of land throughout western Minnesota. The effectiveness of this habitat for wildlife is enhanced when located near other protected areas. Land in programs such as The Nature Conservancy, Minnesota Department of Natural Resources, and set-asides such as the Conservation Reserve Program (CRP) and Reinvest in Minnesota (RIM) can add to “effective habitat size.”

The Districts can not solve the problems posed by habitat fragmentation and contamination on its own and will work to increase “effective habitat size” by combining efforts with many partners, such as The Nature Conservancy, Ducks Unlimited, Minnesota Department of Natural Resources, as well as in programs such as CRP and RIM.

## Chapter 2: Planning Process, Issues and Goals

### Description of Planning Process

The planning process for this Comprehensive Conservation Plan began October 1, 1997, when a Notice Of Intent to prepare a comprehensive management plan was published in the Federal Register (Vol 62: 51482). Initially, members of the planning team identified a list of issues and concerns that were likely to be associated with the management of the Refuge. These preliminary issues and concerns were based on the team members' knowledge of the area, contacts with citizens in the community, and ideas already expressed to the Refuge staff. Refuge staff and Service planners then began asking Refuge neighbors, organizations, local government units, schools and interested citizens to share their thoughts in a series of open house events.

Open houses were conducted on the following schedule:

November 17, 1997 – Detroit Lakes Wetland Management District, 7 attended  
November 18, 1997 – Fergus Falls Wetland Management District, 9 attended  
November 19, 1997 – Morris Wetland Management District, 9 attended  
November 20, 1997 – Litchfield Wetland Management District, 1 attended  
November 25, 1997 – Windom Wetland Management District, 15 attended  
February 4, 1998 – Regional Office, Twin Cities, 62 attended



Photo Copyright by Jan Eldridge

People were also invited to send in written comments describing their support or concerns about the Districts. Fifty-one written comments were received.

A survey of public use on the Wetland Management Districts was conducted through contract with Dr. Dorothy Anderson, University of Minnesota. Forty individuals, all regular users of the Wetland Management Districts, were invited to participate in this survey. Participants had extensive experience with the Fish and Wildlife Service managers (i.e., they contacted WMD managers an average of almost 11 times/year) and had good working relationships with managers. Almost all participants had visited waterfowl production areas, and many were members of conservation organizations (e.g. Ducks Unlimited, Pheasants Forever, and other organizations). Of the 40 people interviewed, 37 were men, averaging 51 years of age and averaging 39 years living in the area.

The participants were able to list benefits of the Wetland Management District activities provide to rural communities and citizens. The following list of benefits is ordered from benefits frequently mentioned, to benefits not as heavily discussed but still mentions often.

- Provides areas for hunting waterfowl and upland bird species,
- Protects wetland areas for ecological reasons,
- Retains water and helps with flood control,

- Improves water quality
- Improves communities economically through purchasing of hunting equipment
- Provides opportunities to introduce children to hunting, and
- Adds to the overall quality of life for rural residents

Many participants believed that the Wetland Management District managers were good at acquiring and managing land. They appreciated the habitat provided in the Waterfowl Production Areas and the work that District managers do with farmers to increase wildlife habitat by taking potential wetlands out of agricultural production. Participants also praised the cooperative role managers have with local citizens and conservation organizations.

In addition to public meetings and survey, the following focus group meetings were conducted to develop the issues, goals, and objectives for the Plan. These meetings included the District Managers and invited participants from the University of Minnesota, The Nature Conservancy, and the U.S. Geological Survey, Northern Prairie Wildlife Research Center.

Following the focus groups meetings were held:

- Fergus Falls, Minnesota March 2-4, 1999
- Alexandria, Minnesota July 27-29, 1999
- Twin Cities, Minnesota August 26, 1999

Concurrent with the focus group meetings, planning staff met with individual Districts numerous times to review issues and discuss District management.

A wide range of issues, concerns and opportunities were expressed during the planning process. Numerous discussions among Refuge and planning staff, focus groups and resource specialists brought to light several recurring themes. Issues fall into broad categories of wildlife, habitat and people. Dealing with these issues is at the core of the development of goals and objectives for the management of the Minnesota Wetland Management Districts.

## Planning Issues

### Wildlife and Habitat

1. Can we improve waterfowl productivity?
2. Strategic Acquisition: Can we buy the highest priority land in the most efficient and cost-effective manner possible?
3. Managing Uplands: Can we improve prairie restoration by planting the right seeds, using the right management tools?
4. Managing and Restoring Wetlands: How do we manage wetlands to maintain or increase productivity?
5. Can we improve biological inventories and monitoring on WPAs?
6. Can we stem the loss of migratory birds in the Northern Tallgrass Prairie Ecosystem?

7. Can we manage District land to preserve, restore and enhance threatened and endangered species, rare and declining species, and address regional priority species?
8. Under what circumstances should we reintroduce rare native species to District land?
9. How do we mitigate negative external influences such as contaminants on WPAs and reduce its impact on long-term health and productivity of District land?
10. How do we balance management for Federal trust species with the needs of resident species?
11. How do we reduce crop loss caused by Canada geese foraging on private land adjacent to WPAs?
12. Invasive species, both exotic and native, are negatively impacting the natural ecological balance of grasslands and wetlands on WPAs.
13. What is the Long Range Goal of the Partners for Fish and Wildlife Program (Private Lands) be on Wetland Management Districts?

### **Public Use**

14. There are conflicting views concerning the costs and benefits of federally owned land in a community. Who benefits? Who pays?
15. How do we provide adequate facilities and programs for the public to fully enjoy wildlife-related recreation in a way that is compatible with our main mission?

### **Operations**

16. Districts need sufficient staff in critical areas to fully meet resource challenges and opportunities.
17. Districts need office, maintenance, and equipment storage facilities to carry out their mission.
18. Vehicles and other necessary equipment need to be replaced on a regular basis according to Service standards.
19. Funding is needed to develop and manage newly acquired WPA land and facilities.
20. Discretionary money is needed for managing newly acquired land. Historic preservation responsibilities and other cultural resource concerns add cost and delays.
21. Individual WPA development plans and record keeping need to be updated.
22. The Districts need to be consistent in their application of policy and resource protection efforts.

## Comprehensive Conservation Plan Goals

The following Goals were identified through a variety of meetings to address the issues raised during the planning process:

### Wildlife and Habitat

*Wildlife:* Strive to preserve and maintain diversity and increase the abundance of waterfowl and other key wildlife species in the Northern Tallgrass Prairie Ecosystem. Preserve, restore, and enhance resident wildlife populations where compatible with waterfowl and the preservation of other trust species. Seek sustainable solutions to the impact of Canada geese on adjacent private croplands.

*Habitat:* Restore native prairie plant communities of the Northern Tallgrass Prairie Ecosystem using local ecotypes of seed and maintain the vigor of these stands through natural processes. Restore functioning wetland complexes and maintain the cyclic productivity of wetlands. Continue efforts for long-term solutions to the problem of invasive species with increased emphasis on biological control to minimize damage to aquatic and terrestrial communities. Continue efforts to better define the role of each District in assisting private landowners with wetland, upland and riparian restorations



USFWS Photograph

*Acquisition:* Within current acquisition acreage goals, identify the highest priority acres for acquisition taking into account block size and waterfowl productivity data. These priority areas should drive acquisition efforts whenever possible. Service land acquisition should have no negative impact on net revenues to local government. Understand and communicate the economic effects of federal land ownership on local communities

*Monitoring:* Collect baseline information on plants, fish and wildlife and monitor critical parameters and trends of key species and/or species groups on and around District units. Promote the use of coordinated, standardized, cost effective, and defensible methods for gathering and analyzing habitat and population data. Management decisions will be based on the resulting data.

*Endangered Species/Unique Communities:* Preserve, enhance, and restore rare native northern tallgrass prairie, flora and fauna that are or may become endangered. Where feasible in both ecological and social/economic terms, reintroduce native species on WPAs in cooperation with the Minnesota DNR

### People

*Public Use/ Environmental Education:* Provide opportunities for the public to use the WPAs in a way that promotes understanding and appreciation of the Prairie Pothole Region. Promote greater understanding and awareness of the Wetland Management District's programs, goals, and objectives. Advance stewardship and understanding of the Prairie Pothole Region through environmental education.

## Operations

*Preparation of WPA Development Plans:* Complete Geographic Information System (GIS) based WPA Development Plans for each unit in each District. Provide Districts with GIS to assist with acquisition, restoration, management and protection of public and private lands.

*Provide necessary levels of maintenance, technician and administrative support staff to achieve other Wetland Management District goals:* Provide all Districts with adequate and safe office, maintenance and equipment storage facilities. Acquire adequate equipment and vehicles to achieve other District goals. Maintain District equipment and vehicles at or above Service standards.

*Ensure that annual capital development funds are large enough to meet necessary development of new WPA land:* Have adequate funds available each year to permit completion of maintenance needs for each Wetland Districts current land base of Waterfowl Production Areas.

Develop and apply consistent policies for habitat, public use, and resource protection and ensure frequent coordination among Districts, both in Minnesota and in neighboring states with WPAs (North and South Dakota, Iowa, and Wisconsin).



# Chapter 3: The Environment

## Geographic/Ecosystem Setting

Three landscapes come together in Minnesota: prairies, deciduous woods, and coniferous forests of the north. This variation in landscape is caused by changes in climate and precipitation from north to south and is reflected in the wide diversity of plants and animals inhabiting the state (Wendt and Coffin 1988; Hargrave 1993; Aaseng, et al. 1993). The Districts own land within all three habitat types and all have changed dramatically since settlement, none more than the prairie landscape (Figure 3).



Photo Copyright by Jan Eldridge

### Prairie Grasslands

At one time, the western edge of Minnesota was continuous prairie and scattered woodlands dotted with small wetlands, known as potholes. Snow melt and spring rains were contained in these small wetlands and released slowly into surrounding streams. The wetlands acted like a natural flood control system. All of this has changed since settlement. Now, only 150,000 acres of native prairie remain out of an original 18 million (Noss, et al. 1995). In some areas, almost all of the potholes have been drained. Remnants of prairie and their associated wetlands are scattered and rare. They form the last refuge for many species of prairie plants and wildlife.

### Deciduous Woods

The deciduous forest of Minnesota extends from the northern aspen parkland to maple basswood forests of the southeast. The term “deciduous” refers to trees that lose their leaves in the fall. There are many forest communities within this landscape. The northern aspen parkland is typical of a more Canadian landscape, with open understory, wet meadows, aspen, willow and alder thickets. The communities include wild flowers like the northern gentian and prairie-fringed orchid, wildlife such as the moose, sandhill crane, sharp-tailed grouse, black-billed magpie and yellow rail. Further south, the deciduous forest changes to one dominated by maple and basswood trees and oak savannah. Birds of these hardwood forests include the tufted titmouse, scarlet tanager, eastern screech owl, broad-winged hawk, barred owl, red-eyed vireo, and wood thrush to name just a few. Wild flowers in the spring are a special feature of these woods including trillium, hepatica, blood root, trout lily, Dutchman’s breeches and spring beauty (Moyle and Moyle 1977; Henderson and Lambrecht 1997).

Figure 3: Minnesota Wetland Management Districts Ecosystems

## Minnesota Wetland Management Districts Ecosystems



## Coniferous Forest

The coniferous forests dominate the northeastern portion of Minnesota. They are characterized by red and white pines, balsam-fir, spruce and white cedar mixed with other deciduous species. While the coniferous forests dominate Minnesota landscapes, the Districts own very little in this landscape because it is not particularly productive for waterfowl.

## Climate

The climate of Minnesota is seasonal and highly variable. Average annual precipitation ranges from 20 inches in the northern aspen parklands to 32 inches in the southwestern prairie coteau. Within the eastern Great Plains, precipitation falls during two peak periods, one in early summer and a less pronounced peak in September. Average maximum annual temperature ranges from 50 degrees Fahrenheit in the northern aspen parklands to 58 degrees Fahrenheit in the prairie coteau. Average minimum annual temperature ranges from 23 degrees F in the aspen parklands to 36 degrees F in the prairie coteau. The growing season ranges from 125 days in the aspen parklands to 180 days in the prairie coteau (Hargrave 1993; Ostlie et al. 1996).

## Hydrology

Conversion of the prairie to agriculture and the general development of the area over the past 130 years has greatly changed the region's hydrology.

The Districts contain five major watersheds: the Red, the Upper Mississippi, the Minnesota, the Missouri, the Cedar and Des Moines Rivers (Figure 4). Of these, the Red, Minnesota, and Des Moines are clearly the most important hydrologically and culturally in terms of water flow, impacts to land use, and associated water resources. The Minnesota River is considered the state's most polluted river. The Red River watershed has been degraded by dam construction, agricultural practices, channelization and loss of riparian vegetation.



Photo Copyright by Jan Eldridge

The Red River is the only major American river that drains northward into Hudson Bay. Total drainage area in the U.S. is 39,200 square miles, of which 17,806 are in Minnesota. Due to regional patterns in precipitation, evapotranspiration, soils, and topography, the Red receives most of its flow from its eastern tributaries. Ten of these tributaries traverse the Districts.

Many rivers in the Districts have been channelized in the downstream reaches to improve agricultural drainage. Most of the small wetlands that once held spring melts have been drained for agriculture through ditches or subsurface tile systems. Now, the water rushes off the land and creates annual spring floods.

River hydrology has been further altered through the construction of approximately 270 flood control structures within the Minnesota basin of the Red River. Despite these flood control projects, the Red remains a flood-prone system due to heavy spring snow melt, the flatness of the area, and snow/ice melting in the upstream area of the basin before that in the downstream areas.

Figure 4: Minnesota Wetland Management Districts Hydrology and Key Rivers



The Roseau, Red Lake, Wild Rice, and Buffalo rivers account for three-fourths of the flood damage on the Minnesota tributaries.

The Minnesota River drains an area of 15,500 square miles within the District area. The Minnesota River begins in Browns Valley, where it is separated from the watershed of the Red River (Lake Traverse) by the Big Stone Moraine. As it flows toward its meeting with the Mississippi, the Minnesota River is impeded by four flood control reservoirs located at Big Stone, Big Stone/Whetstone, Marsh Lake, and Lac Qui Parle. Two smaller dams near Granite Falls slow the flow, but do not impound any water within the floodplain. One small hydroelectric dam operates near Mankato on the Blue Earth River. Flooding along the Minnesota is common within the floodplain, but does not have the same cultural or ecological impacts as on the Red River because the steep slopes of the Minnesota contain the river.

Southwestern Minnesota differs dramatically from the flat topography to the north and east. The Coteau des Prairies region grades from gently undulating to steeply rolling and hilly. These glacial moraines and ridges are well drained and have few depressions. This area flows mostly southwest into the Missouri River. The outer edges of the Coteau are less well drained and contain numerous wetlands and lakes. The Big and Little Sioux rivers are the two largest rivers in this area. Both flow to the southwest and into Iowa.

## Geology

The area has a varied geological history but throughout the region, the departure of the last glacier, The Wisconsin, is still evident upon the land. The retreating glacier left behind gently rolling hills of gravel deposits with many scattered potholes, remnants left by melting glacial ice. In relative geologic time, the rivers that drain this land are new and inefficient (Ojakangas and Matsch 1982).

The southwest corner of Minnesota escaped the Wisconsin glaciation and features more bedrock exposures because that area escaped a blanket of glacial till or drift. Big Stone District is named after some of the rocky features of the bedrock exposure. Rivers and streams in this area are better developed, resulting in more efficient drainage systems.

Thousands of natural basins were left in the wake of thawing ice. Glacial lakes, the largest of these being Lake Agassiz, left behind a series of beaches and as they overflowed, they cut huge river channels. Lake Agassiz created a moraine at Browns Valley that spilled over to become the glacial River Warren, later to become the Minnesota River. The water volume of the Minnesota is a fraction of the River Warren, which flowed through its broad river valley with high stream terraces, dwarfing today's river. The Minnesota has eroded deeply into the glacial sediment and has exposed some of the world's oldest rocks along its narrow valley.

Wind-blown loess also was a major influence in the soils of Minnesota, especially in southwest Minnesota. The disintegration of the Wisconsin Glacier left a distinctive, fine-textured till containing a high volume of Paleozoic limestone and Cretaceous shale fragments. Combined with the loess swept by surface winds, it is the parent material for most of today's prairie soils of western and southern Minnesota.



## District Resources

### Wildlife

#### Waterfowl

The prairie pothole region has historically been recognized as the most important waterfowl production area in North America. Surveys have shown that although this area represents only 10 percent of the breeding habitat, it averages 50 to 75 percent of the duck recruitment each year in North America.

Waterfowl species that use the prairie wetlands of Minnesota include: redhead, northern shoveler, blue-winged teal, mallard, gadwall, wood duck, canvasback and Canada goose. Other waterfowl use the prairie wetlands to a lesser degree: pintail, lesser scaup, and ring-necked duck. These species rely on grains for food most of the year but during the spring and summer, they shift to aquatic plants and insects. They depend on the wetlands for food during the breeding season.



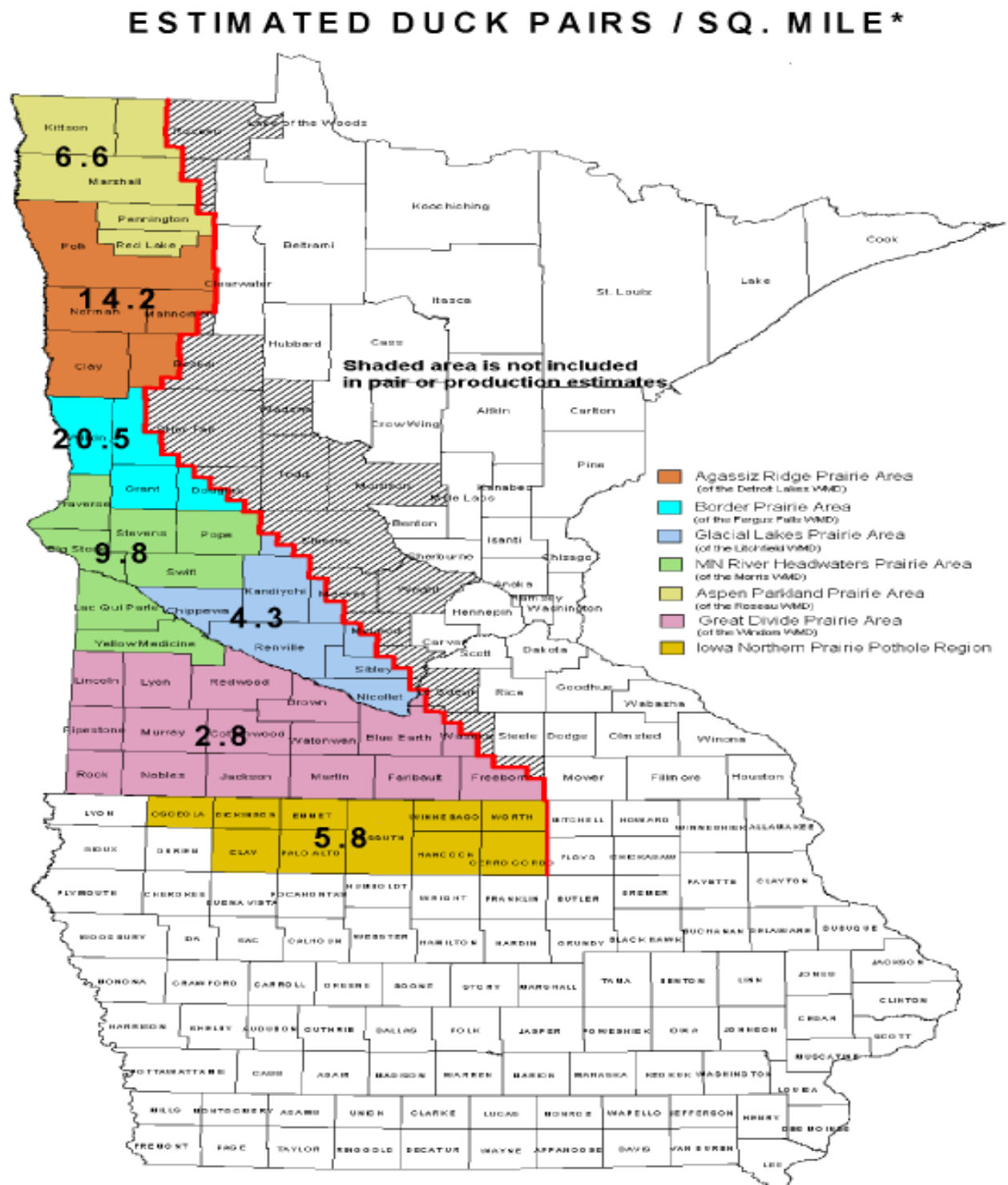
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The Habitat and Population Evaluation Team (HAPET) census waterfowl populations within the Wetland Management Districts of western Minnesota. Summary statistics generated by HAPET provide a necessary overview of waterfowl production and land use in the Districts. Their results show the variability between districts in breeding pair density. The average duck pair density ranges from 23.5 in the Fergus Falls WMD to 3.7 in the Windom WMD (Figure 5).

Rich soils and prairie wetlands make the region ideal for waterfowl; but also highly productive for agriculture. The corn and soybean belt overlaps extensively with the southern prairie pothole region. Massive conversion of wetlands and prairie to agricultural fields has dramatically altered the landscape, the hydrology and the region's carrying capacity for waterfowl

Some waterfowl species are more susceptible than others to the transformation of prairie into agriculture. Mallards and blue-winged teal have been fairly successful in agricultural landscapes such as western Minnesota. Northern pintails, on the other hand, have declined more dramatically than any other waterfowl species in North America (Ducks Unlimited 1990). At the turn of the century, pintails were probably as common in the prairies as mallards (Roberts 1932). Pintails favor ephemeral ponds, which were the first and easiest to drain. They often nest far from water and ducklings have to move overland to get to ponds shortly after they hatch. In the current landscape, newly hatched ducklings cross plowed agricultural fields in the spring and they are vulnerable to predation. Like pintails, gadwalls were once very common in this region. In 1879 gadwalls were reported to be as abundant as mallards if not more so (Roberts 1932, in Galatowitsch and van der Valk 1994). Now, gadwalls comprise less than 1 percent of the breeding population in western Minnesota (Green and Janssen 1975). Roberts (1930) reported, the gadwall "...suffered most severely from the settling of the country, probably as much from breaking-up of the prairie, where it commonly nested, as from the hunters." (Galatowitsch and van der Valk, 1994). At the

**Figure 5: Estimated Average Duck Pair Density, 1987-1999**



\*ESTIMATES ARE FOR 13 SPECIES

turn of the century, canvasback and redheads were common on the largest lakes and marshes. Initially, over-hunting depleted canvasback populations but the decline of wetland habitat, especially the wild celery beds, made it difficult for them to recover (Galatowitsch and van der Valk 1994). Another diving duck, the scaup, was also common but is now primarily a migrant through the region.

Research has shown that ducks nesting in large blocks of grassland habitat (1,000 to 10,000 acres) reproduce more successfully than ducks nesting in smaller blocks (200 to 500 acres) (Burger et al. 1994; Ball et al. 1995). Ron Reynolds of the HAPET in North Dakota found waterfowl production increased on WPAs near large blocks of CRP land (personal communication). His results show the importance of working with partners to increase effective habitat block size and offset habitat fragmentation and contamination.

A major factor depressing duck numbers is low nest success due to nest destruction by predators on small units of habitat. Predators are quick to find these remnant areas and concentrate their hunting activities on the vulnerable ground nests of waterfowl. In some habitats, predators such as red fox, raccoon, mink and skunk are able to take virtually every duck nest and many of the attendant hens.

Although agriculture has been an important feature in this area for over 100 years, it has been particularly intensive during the last several decades. Conversion from small, diverse family farms to large agricultural operations specializing in monocultures of small grain and row crops has eliminated habitat on private lands such as pasture, hayland and wetlands. Grassland birds are forced to nest in ever-dwindling fragments of remaining cover. Often the only nesting sites available are small isolated areas such as roadside ditches, abandoned farmsteads, rock piles or isolated patches of habitat such as our Waterfowl Production Areas (WPAs).

The average block size for Waterfowl Production Areas in western Minnesota is only 210 acres. In part, the small size of most acquisitions is due to the nature of the Small Wetlands Acquisition Program (SWAP). The original SWAP approach was simple — purchase only a minimum of acres in fee-title and surround them with permanent easements.

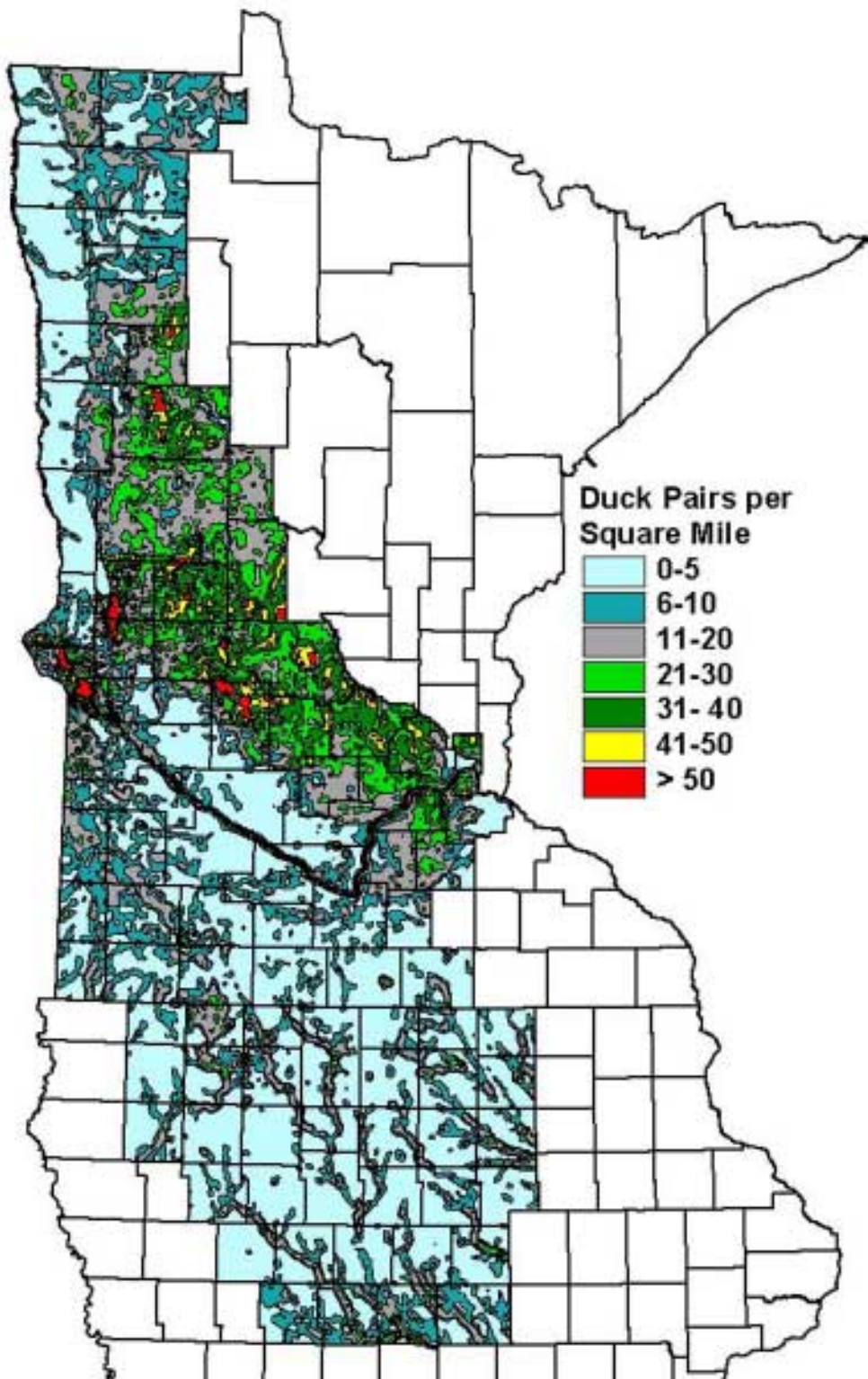
In truth, it is difficult to purchase large tracts of land in prime agricultural areas. What research identifies as an optimal size for wildlife is not always possible given the competing needs for the land. Local county land boards often will not support taking large blocks of land out of agricultural production and off the tax role. Areas that are important for waterfowl may not be available or for sale. To purchase land strategically, managers are faced with the difficult task of finding willing sellers in the most productive areas for waterfowl.

The landscape level monitoring by the Habitat and Population Evaluation Team (HAPET), shows that waterfowl success varies depending on location within the state. There is even great variance between WPAs within a single District. The HAPET has produced a map for each district that ranks locations for waterfowl production. The maps are known as “thunderstorm maps” because they resemble doppler radar weather maps (Figure 6).

Existing GIS mapping data can be used to evaluate land acquisitions. Available information can be compiled (as illustrated in Figure 7) to pick land parcels that have high potential for waterfowl and that are located near other conservation lands, such as state, county or CRP set-aside land, to increase the “effective size” of each unit.



Figure 6: Predicted Settling Density of Dabbling Duck Pairs



This approach can aid in setting priorities of acquisition. Ideally, managers could use these maps to identify “hot spots” within their district for purchase as WPAs.

The Districts are trying to combat the unnatural impact of predators in small pieces of habitat by removing abandoned buildings and brush. Abandoned farmsteads are prime denning sites for major nest predators such as skunks (Lariviere and Messier 1998a, 1998b; Lariviere et al.1999). In addition, the Districts place nesting platforms in many wetlands, and predator control is practiced on a limited scale in conjunction with electric fence exclosures on 350 acres in Fergus Falls and 10 acres in the Morris Wetland Management Districts.

Another threat to waterfowl reproduction is the increasing application of agricultural chemicals such as fertilizers, insecticides and herbicides on cropland adjacent to WPAs. Research has identified agricultural chemicals as important factors in decreasing bird populations directly as well as affecting their food resources in wetlands (see Chapter 3, External Threats).

Not all species of waterfowl are in decline. In recent years, the population of Giant Canada Geese has exploded across many of the Districts. Many WPAs contain the large wetlands favored by geese. These wetlands are often adjacent to private agricultural land. Canada geese are upland grazers and, like most wildlife, will take advantage of the bounty planted nearby, whether it be succulent sprouts of soybeans, corn, or the grass of lawns and golf courses. On certain areas, geese can cause considerable financial hardship for farmers by wiping out relatively large areas of crops.

Although the more common species of ducks and geese in Minnesota have increased over the last decade, many are still below the goals of the North American Plan.

#### Migratory Birds

Minnesota Wetland Management Districts contain habitat important to bird species other than waterfowl, including songbirds, marsh and wading birds, shorebirds, raptors, and upland game birds. Approximately 243 species of birds regularly use the Districts at some time during the year, with 152 nesting species (Appendix B).

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The U.S. Fish and Wildlife Service and the Minnesota Department of Natural Resources, Partners in Flight, an international bird conservation initiative, and others have evaluated the status of migratory birds, identifying “species of concern” at the state, regional, and national levels. Partners in Flight have developed a bird conservation plan that focuses on declining grassland and wetland birds in the Northern Tallgrass Prairie Bird Conservation Region. This plan provides information on the habitat needs of these species and proposes a model of landscape-level habitat conservation for grassland birds (Fitzgerald et al.

1998). In the Districts, 48 birds identified as “species of concern” are rare, declining, or dependent on vulnerable habitats, including 43 that breed there. This list does not include hunted waterfowl or federally-listed threatened or endangered species, which are dealt with in another section of this document (Appendix B).

About 44 percent of the species of concern depend on some type of grassland habitat. Important habitats in the District include native and restored prairies, seeded grasslands (cool- or warm-season grasses), light- to moderately-grazed pastures, Conservation Reserve Program lands (CRP), sedge meadows, old fields, and hayfields (if not mowed before July 15). In North America, grassland birds have exhibited steeper declines than any other avian group. Their decline has a number of causes: loss of breeding and wintering habitat from agriculture, urbanization, habitat degradation from fire suppression, inappropriate grazing regimes, woody plantings, pesticides and nest predation and cowbird parasitism.

Within the category of “grassland birds,” individual species show a variety of habitat preferences based on vegetation height, cover density, grass/forb ratio, soil moisture, litter depth, degree of woody vegetation, and plant species composition. It is important to maintain a mosaic of grassland habitats to meet the varying needs of grassland birds.

Some of the species of concern found in the Districts are area-sensitive, which means they require large, contiguous blocks of habitat to reproduce successfully. Area-sensitive species include the greater prairie-chicken, northern harrier, upland sandpiper, bobolink, Henslow’s sparrow, and savannah sparrow.

#### Vertebrate and Invertebrate Species of Concern

“Species of concern” refers to those species for which the Service has incomplete and inconclusive information, but which might be declining in range, numbers, or security. Service and state agency biologists and other experts confer on and use natural heritage data bases and other published and unpublished information to follow the welfare of these species. They have no protection under the Endangered Species Act (Act) and are not candidates for listing.

These species are a diverse group of animals united by two factors: (1) the Service is watching them, and (2) they occur within the general area and thus could appear in or near tracts within the Districts. Some of these animals occur only in prairie habitats. Some of the arthropods can live only in good tallgrass prairie habitat and thus are good indicators of high quality prairies. It is not possible to predict which, if any, of the species may occur on tracts within the Districts, nor predict how their occurrence would be a factor in decisions regarding individual tracts. They are necessary components of a healthy, functioning tallgrass prairie ecosystem and as indicators of prairie tract quality.

Region 3 of the Service has developed a Resource Conservation Priorities (RCP) document that includes all species of concern within the Region (U.S. Fish and Wildlife Service 1998). The Minnesota Department of Natural Resources maintains an official state list of animals being watched for changes in abundance and distribution, and of animals that are endangered or threatened and protected by state law. The Service will consider species listed by the State of Minnesota along with Service species of concern in evaluating prairie sites and developing site protection measures.

#### Reptiles, Amphibians, and Insects, Vertebrates and Invertebrates

Reptiles, amphibians and insects may have limited popular appeal, but each species plays an important role in the prairie ecosystem. The degree of interconnectedness in the tallgrass prairie ecosystem is high. Landmark species such as the eagle, badger and coyote find their food sources in these groups. Prairie plant diversity depends upon pollination and seed dispersal, as well as soil aeration by the great variety of

insects. Grasshoppers (family Orthoptera) are major herbivores in the prairie ecosystem, and many native prairie flowers rely on bees, butterflies and others for pollination. Numerous prairie birds, amphibians, reptiles and small mammals feed exclusively or partly on insects. The web of successes and failures within tallgrass prairie communities is anchored to every point of diversity within the system, and the protection of this entire spectrum is necessary for the persistence of its varied parts.

#### Listed Endangered and Threatened Vertebrates and Invertebrates

This section describes animals that are Federally listed under the Endangered Species Act of 1973, as amended, and are listed as either endangered or threatened.

#### ***Endangered Mammals***

**Gray wolf, *Canis lupus*** Experts estimate approximately 2,000 gray wolves presently occur in Minnesota. Wolf numbers and range appear to be increasing in Minnesota. Wolves are no longer exclusive residents of Minnesota's forested wilderness areas, and adult wolves from Minnesota have dispersed through central and western Minnesota to North and South Dakota. The Service recognizes the improving range and security of the species and will reclassify the wolf when appropriate.

#### ***Endangered Birds***

**Bald eagle, *Haliaeetus leucocephalus*** Bald eagles have increased in abundance and distribution across the United States, including Minnesota. In the 1990s nesting territories increased in Minnesota every year from 437 in 1990 to 618 in 1995. Increasing numbers of migrating and wintering eagles also occur across Minnesota where they find sheltered night roosts and feed on waterfowl, smaller wild mammals, and fish in open water areas. Bald eagles became endangered because of habitat loss, but especially because of DDT use following World War II. Today, the DDT threat is largely gone. Now the challenge is to prevent contamination and loss of sites that eagles depend on for nesting, feeding, migration and wintering.

**Piping plover, *Chadarius melodus*** Piping plovers are tenuously present in Minnesota. They nest in Lake of the Woods, east of the Districts. Piping plovers nest in coastal areas, but they are also prairie birds, nesting across the Great Plains of the United States and Canada, but in perilously low numbers. The loss of prairie wetland areas contributes to their decline. Like many shorebirds, piping plovers feed on immature and adult insects and other invertebrates at the water's edge; they winter primarily along beaches, sandflats, and algal flats on the Gulf of Mexico.

**Least tern (eastern population), *Sterna antillarum*** The least tern nests along large rivers of the Colorado, Red, Mississippi, and Missouri River systems. This species is a potential nester in the Missouri River area. It nests on sand and gravel bars and protected beach areas of large rivers and winters in coastal Central and South America. The species is endangered because human disturbance and alteration of river systems has rendered much of its nesting habitat unusable. Pesticides may reduce food available to the tern by reducing the numbers of small fish in their feeding areas.

#### Reintroductions

The public has an interest in seeing presettlement native wildlife species returned to the landscape. Examples include greater prairie chickens, trumpeter swans, bison, and wolves. Giant Canada geese, once thought extinct, have returned to the prairies of Minnesota in numbers as a result of captive breeding and reintroduction programs. However, at times restoration efforts, and the ensuing adaptability of the species like

Canada geese, can create its own set of management problems (see next issue). Due to the relatively small size of WPAs and the concerns for impacts off of WPAs, reintroductions of species like bison and wolves are not practical. However, trumpeter swan reintroductions have been successful and well-received by the public, while prairie chicken reintroduction is showing some sign of success depending on the area. There is also the potential for reintroducing species of prairie plants and native small mammals, reptiles and amphibians and even insects like the Dakota Skipper butterfly on certain units.

### Management of Resident Species

Federal trust species are generally those that cross state and international boundaries or are afforded national protection through various laws and treaties, such as the Migratory Bird Treaty Act and the Endangered Species Act. The well-being of waterfowl populations is a classic Federal trust responsibility and the main purpose for the creation of the Small Wetland Acquisition Program in the 1960s. This does not mean that resident species such as white-tailed deer and pheasants found on WPAs should not receive management attention. Rather it is the degree of management focus, based on the knowledge that management for trust resources like waterfowl will usually benefit the myriad of resident wildlife that share the prairie-wetland landscape.

Local and regional residents, however, may often favor the management for those species like white-tailed deer and pheasant that provide consumptive recreation opportunities. Thus, managers are often faced with requests for food plots, tree and shrub plantings, or direct stockings of game species that may have a negative effect on the primary purpose of waterfowl production and the broader goals of restoring native plant communities. The key is to seek the proper balance between practices focused on trust species and those that can accommodate the public's desire for resident wildlife management.

## **Habitat**

### Wetlands and Riparian Habitat

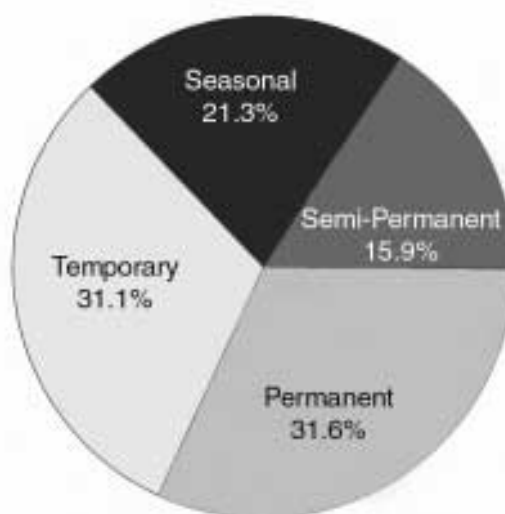
Prairie wetlands and prairie streams are an important part of the prairie ecosystem. Minnesota is naturally rich in wetland and riverine habitats (Appendix D). Western Minnesota is part of the prairie pothole region, characterized by numerous, shallow wetlands known as potholes. These wetlands provide essential fish and wildlife habitat, permit ground water recharge, and act as filters of sediment and pollutants. They reduce floods by storing water and delaying runoff. The region once included about 20 million acres of these small wetlands. They were unconnected and poorly drained and in the spring they retained water, acting like a great landscape sponge. Over the course of the season, water drained slowly, so spring flooding was reduced or eliminated.

Settlers found the shallow wetlands difficult to farm. In addition, the wetlands kept the water table high so much of the land was saturated in a wet year. When the land was converted to farms, the new owners built drainage ditches, straightened streams and drained shallow wetlands off their land. Today, only about 5.3 million acres remain in 2.7 million basins within five states. Now, in the spring, water rushes off



Photo Copyright by Jan Eldridge

**Figure 7: Wetland Distribution by Type, Detroit Lakes WMD**



the land and floods the streams and rivers. Drainage has been so extensive that in many areas the water table has been lowered and the hydrology of the entire region has been transformed.

More than 78 percent of the remaining wetland basins are smaller than 1 acre in size. Nearly two out of three of the remaining wetlands in Minnesota are privately owned; consequently, they are vulnerable to continued drainage, development and pollution.

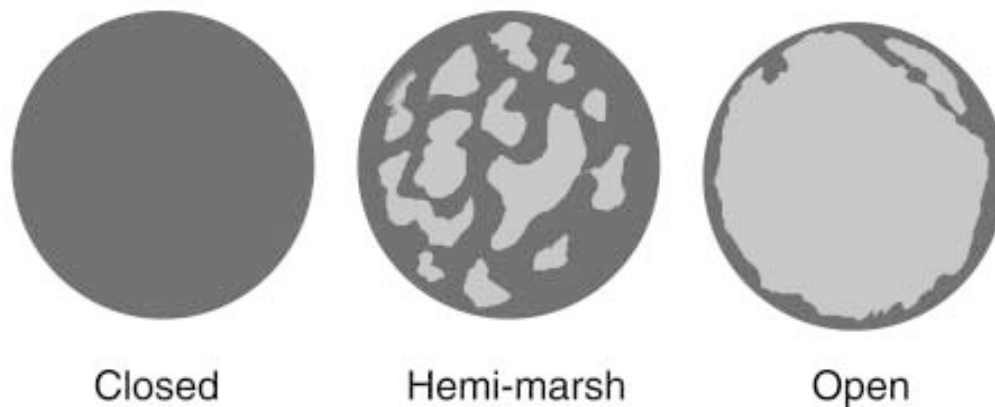
The Wetland Management Districts have focused on saving and restoring the small wetlands of Western Minnesota. They have been remarkably successful in saving a variety of wetland types (Figure 7). Wetland diversity is important because wetlands change continuously; so, a single wetland can not be maximally productive all the time. Waterfowl use specific types of wetlands at different times during the breeding season. Laying hens may forage in ephemeral, temporary and seasonal wetlands early in the season and shift to semipermanent and permanent wetlands after the brood is hatched. Marsh birds need a variety of wetlands in close proximity so they can shift from one wetland to another as the wetlands cycle through different phases. It is very important that natural wetland complexes be preserved. Wetland complexes include a variety of basins, some shallow and some deep, in close proximity. Diverse wetland complexes are rare today because most shallow ephemeral, temporary and seasonal basins have been drained.

Saving single, isolated wetlands is much less valuable than saving several wetlands in a wetland complex. The Wetland Management Districts focus on acquiring wetland complexes with a variety of wetland types.

The fluctuating water levels in the shallow wetlands are natural to the dynamic pattern of precipitation in the prairie. The changing water level results in circular bands of vegetation around each basin because different plant species have different tolerances for saturated soils. The depth of the basin also affects the kind of vegetation that grows. The drying pattern is one of the features used to classify wetland basins (Cowardin et al.). Deeper basins have perineal emergent vegetation such as cattail and dry every 5 to 10 years. Wetlands that dry every other year or on a



**Figure 8: Marsh Vegetation Cycles**



several year cycle are called semi-permanent or permanent wetlands. Basins that dry every year are temporary and seasonal wetlands. Some very shallow basins dry early in the spring after the frost leaves the ground and as a result are called ephemeral wetlands.

Freshwater wetlands like those in the prairie pothole region are among the most productive in the world (Weller 1982). The dynamic water cycle creates a rich environment for many waterfowl and other marsh birds. Cycling water accelerates decomposition of marsh vegetation, resulting in a natural fertilizer. When the basins recharge in the spring, the water becomes a soup of nutrients and supports a diverse and healthy population of aquatic invertebrates, which feed reproducing marsh birds throughout the spring and summer. In the larger basins, the vegetation changes from densely closed cattail or bullrush cover to completely open over a period of years (Figure 8). In the process of transition, the cover vegetation moves through a phase, known as hemi-marsh, when clumps of emergent vegetation are interspersed with open water (Weller 1982). In this phase, the structure of the vegetation itself creates habitat and stimulates the production of aquatic invertebrates. The marsh, in this phase, hosts the maximum number of marsh birds. Unfortunately, the phase is only temporary and wetlands cycle out of it in 1 to 3 years.

The prairie potholes are too shallow to be fish habitat but they have been used in the past as hatcheries for minnows and walleye fingerlings. Leeches are also harvested from these shallow ponds. Unfortunately, many of these artificially introduced native species consume the same aquatic invertebrates as waterfowl. Fathead minnows occur naturally in some wetlands in the region and have a significant effect on the invertebrate populations of the wetlands (Hanson and Zimmer 1999).

Wetland restoration and management are high priorities in the Districts. In many areas, the entire hydrology of the area has been altered and restoration is not always a straightforward matter of plugging drains and filling in ditches (Galatowitsch and van der Valk 1994). Restored wetlands employ water control structures for water level management to mitigate the disruptive impact of wide scale drainage that has altered natural water cycles. Many wetlands on WPAs are flooded because surrounding wetlands on private land have been drained and the excess water moves into the WPA. Water control structures are often necessary, but these structures require funding to install and staff to maintain. Neither are in adequate supply to do what is needed.

#### Partners for Fish and Wildlife Program

Wetland Districts in Minnesota have led the nation in the sheer number of wetlands restored through the cooperation of private landowners in the Partners for Fish and Wildlife Program (Private Lands), which assists private landowners with the improvement or restoration of wildlife habitat on their land. Technical assistance, contracting, cost-sharing assistance and actual earth work is provided to private landowners throughout the Districts. Since the program's inception in 1987, 12,000 wetlands totaling more than 40,000 acres have been restored. However, some Districts are now finding it more difficult to find landowners willing to restore wetlands. More staff effort is required with longer trips and greater expense to seek out landowners willing to restore wetlands. Managers have also begun to explore assisting landowners with efforts to restore native prairie and riparian or stream areas.

Additionally, Districts have restored more than 10,000 acres of native grasslands on private property through the Partners for Fish and Wildlife Program during the same period. In the past 2 years, new funding sources within the Partners for Fish and Wildlife Program have placed added emphasis on riparian and instream habitat restoration, and this has the potential to create additional opportunities for the Districts to accomplish habitat restoration on private lands.

U.S. Department of Agriculture (USDA) programs have created many new opportunities for Districts to assist in the restoration of a variety of trust resource habitats on private lands. The USDA's Conservation Reserve Program (CRP) has placed an emphasis on wetland and native prairie restoration as a condition of enrollment, and many new participants are making their lands available for wildlife habitat restoration. This presents an important role for the Districts to lend their restoration experience and expertise to make these CRP restorations as high-quality as possible. The USDA's Wetlands Reserve Program (WRP) likewise presents opportunities for Districts to accomplish migratory bird objectives on private lands utilizing other agency programs and dollars by making experience and expertise available to implement habitat restoration projects.

The Districts' perpetual easement program, which encompasses both wetland and conservation easements (both wetlands and uplands on a property), has greatly benefited from the success of the Partners for Fish and Wildlife Program over the past 10 years. Many of the private landowners who have restored wetlands on their lands through the Partners Program have since come back to the District seeking establishment of a permanent easement on their property to offer protection to their project in future years. In some Districts it is fair to say that the vast majority of new easements recorded in the past few years first started as Partners projects. This continues to meet the needs of landowners who wish to improve their land for wildlife, for themselves and for future generations.

By providing habitat restoration funds to complete restoration projects initiated by the Districts as well as technical assistance funds to provide restoration experience and expertise to other agencies' programs, the Partners for Fish and Wildlife Program puts the Wetland Management Districts in a wonderful position to accomplish a multitude of – and a variety of – trust species habitat restoration projects over the next 10 years.

#### Prairie Restoration

Prairie landscapes are much more diverse than they seem at first glance. They contain hundreds of species of plants, invertebrates and wildlife. Some prairies



contain as many as 200 plant species. The landscape is dominated by a relatively small number of widespread, sod-forming bunch grasses such as big bluestem, northern dropseed, and porcupine needlegrass, but flowering plants constitute the greatest number of species (80 percent in some areas). Most abundant members are from the pea and sunflower families such as wild indigos, prairie clovers and scurf peas (pea family), asters, gay-feathers, goldenrods, coneflowers and sunflowers (aster family) (Henderson and Lambrecht, 1997).

Over the past decade, virtually all plantings of upland cover on Waterfowl Production Areas have been with native grasses. In recent years, a more diverse mixture of native forbs, warm and cool season native grasses have been used. Plants within a single species vary with latitude (called ecotypes) and an effort is being made to plant local ecotypes in restorations. Harvesting techniques of existing tallgrass prairie and refinement of the cleaning and seeding process has made seed gathering easier. However, native prairie forbs remain in short supply and are extremely costly for large areas.

Prescribed fire remains a critical tool for maintaining the diversity and vigor of existing and restored prairie plants. Prescribed burns can only be done during a small window of time in the spring, so the number of acres that can be burned each spring is limited. As a result, most WPAs can not be burned on a rotation frequent enough to suppress invading shrubs and trees. Some of the Districts use haying and grazing as additional means of maintaining grassland integrity.

The Districts also manage grasslands through the selective application of herbicides during restoration. In 1990, 15,825 pounds of active ingredients representing 20 herbicides were applied to 15,533 acres of Service-managed lands in Minnesota (USFWS 1990). The most heavily and most frequently used chemical was 2,4-D. In 1987, approximately \$100,000 was spent on noxious weed control on approximately 16,000 acres of District lands (USFWS 1992). Because of concern that chemical use could impact water quality (See Issue 9), the Twin Cities Ecological Services Field Office conducted a 2-year study beginning in 1992 to determine the impact of the herbicide application on wetlands in the Districts and concluded that concentrations of 2,4-D were consistently low and at concentrations that have not been shown to have an adverse affect on aquatic life (Ensor and Smith 1994).

#### Rare Communities

Waterfowl Production Areas provide one of the last bastions of grassland and wetland habitat in the prairie area of Minnesota. These areas provide some of the last remaining habitat for threatened, endangered, rare or unique wildlife and plants. Examples include the endangered prairie fringed orchid and prairie bush clover, and numerous species of grassland and wetland-dependent species that are declining in numbers (Appendix E). There is a need to have better baseline information on what species are present on each WPA, and to monitor the effects of wetland and prairie restoration efforts on these species of special concern.

Minnesota County Biological Survey (Survey) conducted systematic surveys of rare biological features from 1987-1995. The goal of the Survey was to identify significant natural areas and to collect and interpret data on the distribution and ecology of rare plants, rare animals and natural communities. The Nature Conservancy, through a cooperative agreement with the Service, consolidated these data and the data of the Natural Heritage Information Systems of the Minnesota Natural Heritage, and Nongame Research Program. From this data, the existing protected areas within Minnesota were mapped and community types were identified.

Within the northern tallgrass prairie ecoregion (Iowa, Manitoba, Minnesota, North Dakota, and South Dakota), 97 terrestrial natural communities have been documented.

Rare communities most at risk are the mesic, wet and dry prairie types. Three grassland communities (mesic tallgrass prairie, sedge meadow and lake plain wet prairie) are critically endangered in the United States (Noss et al., 1995). The tallgrass prairie ecosystem includes the following community types:

Dry Prairie	Mixed Emergent Marsh
Mesic Prairie	Shrub Swamp
Wet Prairie	Aspen Woodland
Mesic Brush Prairie	Aspen Openings
Wet Brush Prairie	Dry Oak Savanna
Calcareous Seepage Fen	Mesic Oak Savanna
Rich Fen	Oak Woodland/Brushland

Some community types are broken down into subtypes, for example: Sand-Gravel Subtype of the Dry Prairie Type. Others include hill and barrens (dry prairie type), saline (wet prairie type), and prairie (calcareous seepage fen type). The prairie type of Calcareous Seepage Fen is one of the most valued of the rare plant communities in the Districts. These fens typically are surrounded by wet-mesic prairie species. The seepage area itself commonly contains patches of emergent aquatic species such as cattail, hard-stemmed bulrush and common reed. Such areas occur throughout the Districts but are more common in the Lake Agassiz Beach Ridges.

Prairie community types are diverse, some are rarer than others; but with less than 1 percent of all northern tallgrass prairie remaining, special consideration is warranted for all types and subtypes. It can be argued that all intact prairie plant communities are rare. Tallgrass prairies have the highest percentage (65 percent) of rare community types of any group. The importance and uniqueness of individual tracts become apparent when ecotype variation is considered. For instance, warm season grasses generally vary one day in flowering time with each 9-14 miles in a north-south gradient. No doubt many more subtle ecotype variations occur.

Due to the disproportionate loss of community types, individual plant species of the prairie are becoming rare. For example, the western prairie fringed orchid was historically widespread and common in calcareous mesic to wet mesic prairies and sedge meadows. Wholesale conversion of its habitat to agriculture has resulted in the plant being placed on the Federal endangered species list.

### ***Plant Species of Concern***

"Species of concern" is an informal term in this document for species which the Service has incomplete and inconclusive information, but which might be declining in range, numbers, or security. Service biologists confer with state agency botanists and other experts, and use state natural heritage program data bases and other published and unpublished information to follow the welfare of these species. Species of concern have no standing or protection of any kind under the Endangered Species Act (Act) and they are not candidates for listing under the Act. Nevertheless, the Service is interested in them and is alert for need to provide early assistance to these species to avoid the need to list them under the Act (Appendix E).

These species are a diverse group of plants united by two factors: (1) the Service is watching them, and (2) they occur within the general area and thus could appear in or

near District tracts. It is impossible to predict which, if any, of the species may occur on tracts managed by the Districts. It is also impossible to predict how the occurrence of one of these species on or near a tract would factor in decisions regarding individual tracts beyond the Service's intent to recognize these species as valid and necessary components of a healthy, functioning tallgrass prairie ecosystem and as indicators of prairie tract quality.

The Minnesota Department of Natural Resources maintains an official state list of plants being watched for changes in abundance and distribution, and of plants that are endangered or threatened and protected by state law. There are approximately 80 such species in the counties of Minnesota. Biologists of the state natural resource agency and the Service maintain ongoing communication regarding these species, some of which are excellent indicators of prairie quality.

### ***Listed Plants***

This section describes plants that are federally listed under the Endangered Species Act of 1973, as amended, and are listed as either endangered or threatened.

**Prairie bush clover, *Lespedeza leptostachya*:** Occurs in dry, gravelly hill prairies and in thin soil prairies over granite bedrock. Common on prairies with big bluestem (*Andropogon gerardi*) and Indian grass (*Sorghastrum nutans*). More sites are known for this species than were known when it was listed and it appears able to grow in disturbed areas. The species may be stable or, if declining, declining slowly. The need for protection remains.

**Western prairie fringed orchid, *Platanthera praeclara*:** Occurs in moist, calcareous subsaline prairies and prairie sedge meadows and swales (Coffin and Pfannmuller 1988). The species may be stable, but loss of tallgrass prairie habitat has markedly reduced its original range. Present sites are threatened by human activities and land use changes and by invasion by leafy spurge (*Euphorbia esula*).

### External Threats

#### ***Drainage and Pesticides***

Waterfowl Production Areas are often islands in a sea of intensive agriculture. Natural drainage patterns have been altered throughout the landscape, increasing the frequency, intensity, and duration of water flowing into many units. Siltation, nutrient loading, and contamination from point and non-point sources of pollution are a serious problem on many WPAs. Waterfowl Production Areas are also threatened by farming trespass, dumping, wildfires, and pesticide applications on adjacent agricultural land. A recent study in Ontario examined the effects of habitat and agricultural practices on birds breeding on farmland and determined that the most important variable decreasing total bird species abundance was pesticide use (Freemark and Csizy 1993).

Recent changes in agriculture have accelerated the impact of pesticides on surrounding land. Genetically altered Round-up ready corn, soybeans, cotton and sugar beets have expanded the window of opportunity for pesticide applications and promises to kill everything green on fields except the genetically altered crops. Another altered crop, Bt. Corn, contains a genetically engineered insecticide. Even the pollen from this plant can kill certain insects, such as monarch butterflies.

Research has shown that insecticides commonly used for sunflowers, soybeans and corn can kill wildlife directly and indirectly, for example, by decreasing the amount of food available to ducks. Ducks feed on grain much of the year but in the spring they

shift to aquatic invertebrates (insect larvae, amphipods, snails, etc.); and they depend on this food source for reproduction and survival. Even when aerial pesticide applications are done carefully and wetlands are avoided, the chemicals drift into wetlands in measurable amounts and kill aquatic invertebrates (Tome et al. 1991 and Grue et al. 1986).

Photo Copyright by Jan Eldridge



Insecticides have a direct effect by killing aquatic invertebrates, but herbicides also have an indirect effect on food available to waterfowl. The Service conducted a study of the impact of agricultural chemicals on selected wetlands in four of the Wetland Management Districts (Ensor and Smith, 1994). Herbicides from surrounding agricultural land enter wetlands and disrupt the functional interaction between vegetation structure and aquatic invertebrate life. The changing dynamic reduces food available to breeding waterfowl.

Seasonal and semipermanent wetlands (the majority of WPA wetlands) are the most exposed to agricultural chemicals. These wetlands are small and interspersed with croplands, which increases the probability of pesticides from over-spray and aerial drift. Most herbicides and insecticides are applied to

crops in the spring and early summer, seasons that coincide with maximum runoff and waterfowl breeding. Ensor and Smith (1994) write:

“A result of our survey... indicates that prairie pothole wetlands may involve interactions of multiple herbicides (and potentially insecticides) comprising chemical “soups” unique to individual wetlands.”

This study showed that “typical agricultural use” of pesticides on surrounding land had a significant impact in reducing the biological quality of WPA wetlands. Currently, the Minnesota Pollution Control Agency (MPCA) exempts “normal farming practices” from the State’s wetland protection (See: Specific Standards of Quality and Purity for Class 2 Waters of the State; Aquatic Life and Recreation, Minnesota Chapter 7050, 1994).

### ***Invasive Species***

Noxious weeds are a continuing problem both ecologically and socially/politically. Invasive species present a daunting challenge to land managers. Canada thistle, leafy spurge and spotted knapweed can displace native vegetation over large areas and are a serious concern to neighboring farmers and county officials. Purple loosestrife can effectively displace cattails and other native wetland vegetation and turn productive marshes into a sea of purple flowers. Carp can destroy native submergent vegetation, which provides the base for invertebrates or direct food for migrating waterfowl. Minnows, often from past stockings by bait dealers, can cause serious damage to wetland food chains by reducing invertebrate populations needed by breeding waterfowl and ducklings.

Control of these problem species is often costly, both in terms of chemicals, equipment and staff time. Managers strive to use a balanced approach in controlling these species. Direct control, such as chemical application or mowing, is often needed on serious problem areas. Once healthy native plant communities are reestablished, they

can often compete successfully against invasive weeds. Water level control, including complete drawdowns, can eliminate carp and minnow populations on wetlands where this capability is present. Virtually all Districts are experimenting with biological controls by introducing insects that control the invading plant in its native country.

### ***Rural Development***

Rural development also threatens District lands in counties with growing populations, such as Wright County. Lands adjoining WPAs are often seen as highly desirable rural building lots that are purchased as small hobby farms or rural homesites. This can result in the WPA being “ringed” by homes, with a series of negative impacts on the WPA. Such development can limit future management such as prescribed fire; increase trespass on District lands by neighbors using ATVs, horses or vehicles; increases threats to wildlife from stray pets (cats and dogs); increases use of District land by neighbors for illegal uses such as dumping, gardening, equipment storage, etc.; and can place hunters and neighbors at odds over concerns about safety during the hunting seasons. Large-scale rural development would also bring threats from noise and storm water runoff.

## **Cultural Resources**

### **Archeological and Cultural Values**

Responding to the requirement in the law that comprehensive conservation plans will include “the archaeological and cultural values of the planning unit,” the Service contracted for a cultural resources overview study of Minnesota Wetland Management District. This section of the CCP derives mostly from the report, *“Cultural Resources Overview Study,”* by Teresa Halloran and others, Loucks & Associates Inc., dated August 1998. Several other sources, however, have been used.

#### Context

Archeological evidence for human occupation in western Minnesota extends back 10,000 years when the last glaciers retreated to the north. Small bands of hunters moved into the tundra and boreal forest and left behind their distinctive Clovis and Folsom fluted lanceolate spear points and other tools. Now identified as PaleoIndian, these people lived in diverse settings and often on the margins of lakes and wetlands.

The long Archaic period began with a warmer and drier climate that peaked with the altithermal around 4700-3000 B.C. Surface waters evaporated and rivers shriveled; bison herds dwindled, and so did the human population. In the harsh conditions, the people developed an array of stone, bone, and copper tools. The human population expanded after the altithermal.

The subsequent Woodland period commenced around 500 B.C. and extended to the arrival of Europeans. The climate and vegetation were similar to 20th century conditions. The people of this period constructed pottery and burial mounds, used the bow and arrow, and adopted agriculture. Some people lived in larger, even fortified, summer villages. The seasonal round included bison hunting, maple sugar collecting, and wild rice harvesting. Exotic trade items came from more complex societies to the south and from other sources.

Natural and human events disrupted the traditional patterns and tribal locations. The Little Ice Age began about A.D. 1550 and caused many prairie tribes to relocate.

Arrival of Europeans with Western culture goods and material and practices also caused tribes to change traditional cultural patterns and territory. Thus connecting modern Indian tribes with prehistoric antecedent cultures found in the archeological record is problematic.

Seventeenth century French and English fur traders built posts at the confluence of rivers or on the shores of larger lakes, usually near Indian villages. Western Minnesota became part of the United States as part of the Louisiana Territory, and in the second half of the 19th century immigrants settled the land as railroads expanded accessibility and markets. Settlers soon replaced dugouts and sod houses with frame houses and larger farms and farmsteads. Indian wars and treaties led to concentration of Indian tribes on reservations within and beyond the state. Highway construction, farm consolidation, urbanization, and recreational pursuits characterized the second half of the 20th century.

### **Existing Conditions and Cultural Resources Potential**

A review of the National Register of Historic Places showed, as of October 16, 2000, the 40 Minnesota counties having WPAs and easements contained 426 properties listed on the National Register of Historic Places. The vast majority of these properties are buildings in towns and cities. A number of the properties, however, are located in rural areas and are indicative of the kinds of historic properties that could be found on the Districts: farmsteads and farm buildings, especially barns; bridges; segments of the Red River Oxcart trail; mill sites; battle sites; prehistoric archeological sites such as mounds, villages, camps, and rock art. Historic archeological sites could also be found.

But many more cultural resources sites are reported on and around the waterfowl production areas, including:

- Big Stone WMD has eight sites on WPAs, none eligible for the National Register, and 188 additional sites in the two counties.
- Detroit Lakes WMD has 114 sites on WPAs, of which 33 are not eligible for the National Register, and 531 additional sites in the five counties.
- Fergus Falls WMD has 130 sites on WPAs, of which 51 are not eligible for the National Register, and 616 additional sites in the four counties.
- Litchfield WMD has 95 sites on WPAs, of which 30 are not eligible for the National Register, and 1,128 additional sites in the nine counties.
- Morris WMD has 91 sites on WPAs, of which 17 are not eligible for the National Register, and 555 additional sites in the eight counties.
- Windom WMD has 44 sites on WPAs, of which 12 are not eligible for the National Register, and 980 additional sites in the twelve counties.

Archeological surveys have been completed on 7,400 acres of District lands.

Although cultural resources can be found almost anyplace on the landscape, prehistoric archeological sites are often found on the shores (especially the east shore) of lakes larger than 40 acres, on islands and peninsulas, where streams enter and exit lakes, and near permanent streams. Early historic period sites are often associated with water. Thus, WPAs are often in the same setting as archeological sites.

Museum collections include art, ethnography, history, documents, botany, zoology, paleontology, geology, environmental samples, and artifacts. A museum collection at a District office or visitor center must adhere to the requirements in 411 DM. At this time only Morris WMD has identified a museum collection that consists of five historic objects. Archeological collections from WPAs are stored at the Minnesota Historical Society under terms of a cooperative agreement. Big Stone WMD has none; Detroit Lakes WMD has one collection of 29 items; Fergus Falls WMD has one collection of 40 items; Morris WMD has four collections of 698 items, and Windom WMD has seven collections of approximately 1,010 items. All District museum collections are covered under the Region-wide Scope of Collections Statement.

## **Indian Tribes and Other Interested Parties**

Several Federal laws and executive orders respond to the part of the American public for whom cultural resources are an important part of the human environment and of understanding the American past and present. For the intent of these laws to be met, persons and organizations need to be informed of Federal activities that could affect cultural resources.

Contacts with Indian tribes are government-to-government unless the tribe has a Tribal Historic Preservation Officer. Seventeen tribes have been identified as having potential interest in one or more of the Districts.

Other contacts include the county historical societies, local governments, state government agencies such as the Department of Natural Resources, and other Federal agencies such as the Natural Resources Conservation Service. In addition, the District Manager issues a news release in the project area.

## **Management of Cultural Resources**

Cultural Resources are “those parts of the physical environment - natural and built - that have cultural value to some kind of sociocultural group ... [and] those non-material human social institutions....” Cultural resources include historic sites, archeological sites and associated artifacts, sacred sites, traditional cultural properties, cultural items (human remains, funerary objects, sacred objects, and objects of cultural patrimony), and buildings and structures.

An undertaking is any Federal or federally-funded, -licensed, -permitted, or -assisted activity or project that could affect a significant (i.e., historic) property. Ground disturbance, buildings and structures modification or neglect, and landscape changes must be analyzed for impacts on archeological sites, farmsteads, objects, traditional cultural properties, sacred sites, and cultural items.

The District Managers inform the Regional Historic Preservation Officer early in the planning stage of all undertakings to allow qualified analysis, evaluation, consultation, and mitigation as necessary.

Archeological investigations and collecting are performed only in the public interest by qualified archeologists working under an Archaeological Resources Protection Act permit issued by the Regional Director. District Managers take steps to prevent unauthorized collecting by the public, contractors, and FWS personnel. Violations are reported to the Regional Historic Preservation Officer (RHPO).

If the public turns over to District personnel “found” artifacts, the District Manager will try to determine provenance, will attempt to replace the artifact where found if it can be secure from further public collections, or will hold it until the RHPO is notified and can move it to the historical society.

Cultural Resources Management Objective: Establish a plan to fulfill requirements of Section 14 of the Archaeological Resources Protection Act for surveying lands to identify archeological resources; and Section 110(a)(2) of the National Historic Preservation Act for a preservation program.

## People

### Public Use of Waterfowl Production Areas

The Refuge Improvement Act established six priority uses of the Refuge System, which includes the more than 800 WPAs in Minnesota. These priority uses all depend on the presence of, or expectation of the presence, of wildlife, and are thus called wildlife-dependent uses. These uses are hunting, fishing, wildlife observation, photography, environmental education, and interpretation. Waterfowl Production Areas have been open to these uses for decades. Although Congress clearly expects managers to facilitate these priority uses, they must be compatible with the purpose for which the unit or WPA was established and the mission of the Refuge System. Compatibility Determinations for these priority uses and numerous other uses in compliance with the Refuge Improvement Act and national compatibility policy and regulations are included (Appendix F).

Most recent estimates show that 250,000 people visit WPAs each year for hunting, wildlife observation, photography, interpretive and environmental education, fishing, trapping, and other uses. Waterfowl Production Areas differ from national wildlife refuges in that they are open to hunting, fishing, and trapping by specific regulation, and open to the other wildlife-dependent activities by notification in general brochures available at each District office. New and existing WPAs are thus “open until closed” versus national wildlife refuges, which are “closed until opened.”

Hunters and hunting have a long and linked history on WPAs. When Congress amended the Migratory Bird Hunting and Conservation Stamp Tax Act (Duck Stamp Act) in 1958, it authorized the acquisition of wetlands and uplands as WPAs and waived the usual “inviolate sanctuary” provisions for new migratory bird units. Thus, WPAs were intended to be open to waterfowl hunting, in part because waterfowl hunters, through the purchase of Duck Stamps and support for price increases of the stamp, played a major role in acquisition of these areas. Hunting, for both waterfowl and resident game species, accounts for more than half of the visits to WPAs. Wildlife observation, interpretation, and environmental education are encouraged on WPAs and increasing in popularity with the public. Districts are taking a more active role in fostering these uses by developing wildlife trails, interpretive signs and kiosks, outdoor classrooms, and even auto tour routes on select WPAs. At the Fergus Falls Wetland Management District, the Prairie Wetlands Learning Center provides residential, environmental education programs to schools throughout Minnesota.

In addition to these wildlife-dependent public uses, each District receives on a regular basis requests for various non-wildlife-dependent uses such as dog trials, horseback riding, plant collecting, berry picking, and special events. Also, various economic uses such as haying, grazing, and timber harvest are used as habitat management tools and



involve the issuance of special use permits. There are numerous other “uses” which managers must make regular decisions on including rights-of-way requests for new or expanded roads, utilities, pipelines, and communications equipment.

To promote an understanding of what uses are and are not allowed, or allowed only on a case-by-case evaluation, the operations section describes the policies that will guide uses on WPAs.

Two major issues surfaced during plan development related to overall public use on WPAs. First, there is debate on the value of WPAs to the general public and local units of government due to changes in land use and taxation when WPAs are purchased from willing sellers. Second, funding and staff for adequate programs and facilities to better serve the public have never been on par with the generally larger and better known national wildlife refuges.

When land is purchased for a WPA, it becomes the property of the United States government and is exempt from taxation. To offset this loss in tax revenue for local governments, the Service pays three-fourths of 1 percent of the appraised value of the land to the counties in which the WPA is located. In most years, Congress has not appropriated sufficient funds to cover this level of entitlement. The result is resentful local governments and a serious issue when new tracts are brought before county commissioners and the Minnesota Land Exchange Board for approval.

The Refuge Improvement Act mandates that compatible, wildlife-dependent recreational uses involving hunting, fishing, wildlife observation, wildlife photography, environmental education and interpretation are the priority public uses of the Refuge System. In accordance with law and regulation, waterfowl production areas are open to hunting, fishing, wildlife observation, photography, trapping and environmental education.

However, many WPAs lack the basic facilities, such as parking and trails, that help the public enjoy these wildlife-dependent uses. Also, Districts do not have the funds to provide quality maps that show the public how to find WPAs. Interpretive and environmental education opportunities are limited by the lack of trained public use specialists.

## **Disabled User Access**

Each of the wetland management districts will provide compatible and accessible wildlife-dependent recreation on Waterfowl Production Areas. Each WMD will eventually develop one WPA per county or cluster of counties with enhanced opportunities for disabled users. These features might include accessible hunting blinds, accessible trails or scenic vistas, or other opportunities for accessible wildlife-dependent recreation. Disabled users will be directed to these units with improved accessibility. We do not plan to provide exclusive use for disabled users on these units. These WPAs will be open to all users but will provide a place for disabled visitors to enjoy wildlife-dependent recreation without having to seek special privileges. Disabled visitors who prefer not to use these enhanced facilities may be given special privileges at other WPAs. These privileges would be granted at the manager's discretion and would be limited to driving on existing trails. No user, disabled or otherwise, will be given permission to drive off of existing trails. Disabled users who receive special access privileges will be granted special use permits restricting their travel to designated routes on designated WPAs. The permit will include a map identifying allowable routes of travel.

For the purposes of this section, we intend to follow state standards on disabilities for special hunting privileges. The State of Minnesota is reviewing these standards. We expect the revised standards to roughly include people dependent on wheelchairs or supplemental oxygen as a reasonable standard of a disability requiring enhanced opportunities for access. If state standards do not meet our needs, we may develop our own standards in the future.

## **Operations**

### **Individual WPA Development Plans**

At the heart of on-the-ground restoration and management of WPAs is the writing of individual WPA development plans. These plans inventory existing resources and describe plans for wetland and grassland restoration, structure and debris removal, and planned facilities such as parking, fencing, and wildlife observation sites. They are also means for recording management activities to provide a history for future management decisions. As miniature comprehensive conservation plans, they are critical step-down plans to carry out the goals, objectives, and strategies outlined in this comprehensive conservation plan.

However, many WPAs lack development plans. With new technology employing Geographic Information Systems, this planning and recording of management actions has become simpler and faster, as illustrated in Figure 9. Each District is currently setting up a GIS planning system, but the entering of data is hampered by lack of staffing devoted to the effort. In addition, once all plans are done, they will need to be updated on a rotational basis to be useful in the future.

### **Consistent Use**

The visiting public, WPA neighbors, local units of government, and the Minnesota Department of Natural Resources benefit when management and permitted uses on WPAs are consistent from one end of the state to the other. This comprehensive conservation plan provides the opportunity to articulate policies that have been in place for many years but have not always been consistently applied or communicated. New national policies and regulations governing management and use of the Refuge System also prompted a review and fine tuning of what uses will and will not be allowed, and the stipulations all Districts will follow when allowing certain uses.

The following is a summary of generally prohibited and permitted uses and activities on WPAs in Minnesota. For each of the permitted activities, the reader is encouraged to review the compatibility determination for each found in Appendix F. Stipulations or operating guidelines in each compatibility determination will be followed by each District when administering the uses.

In addition to these policies, there will be a continuing need to ensure consistency of operations on a variety of management issues such as law enforcement, native seed types and seeding methods, signing, and land acquisition. Goal 10 speaks to this ongoing need.

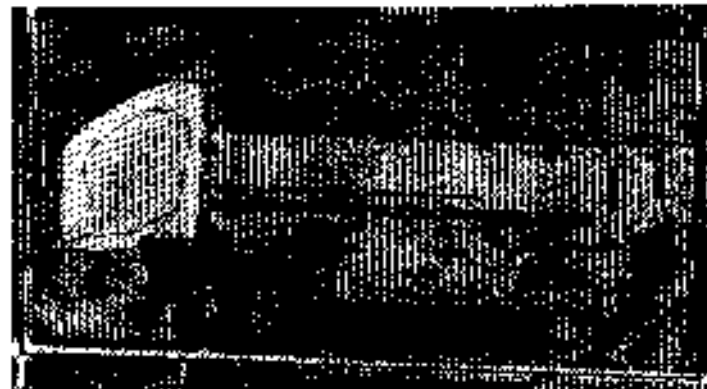
#### **Public Uses Generally Prohibited**

- Off-road vehicle use, including snowmobiles and ATVs
- Camping
- Open fires

Figure 9: GIS for WPA Development Planning

GIS used for initial planning:

- Identification and delineation of existing and potential habitats and structures (parking lots, fences, etc.)
- Area/length measurements
- Cost and material calculations
- Generate development schedule



Dowry WPA Development Schedule

Material(s):	Quantity:	Description:	Quantity:	Material:	Cost:	Notes:
Cover, Sealed, Wood						
Cover, Sealed, Wood	Dowry	wood lat outdoor	1	Development Needed	\$1000	1.1
Cover, Sealed, Wood	Dowry	wood lat outdoor	1	Development Needed	\$1000	1.1
	2					1.1
Workload Type 1						
Workload Type 1	Dowry	Workload plug	1	Development Needed	\$1000	0.4
Workload Type 1	Dowry	Workload plug	1	Development Needed	\$1000	0.3
Workload Type 1	Dowry	Workload plug	1	Development Needed	\$1000	0.3
Workload Type 1	Dowry	Workload plug	1	Development Needed	\$1000	0.1
Workload Type 1	Dowry	Workload plug	1	Development Needed	\$1000	0.1
	5					1.1
Building Site						
Building Site	Dowry	Building Site	1	Development Needed	\$1000	0.3
	1					0.3
Other						
Other	Dowry	Parking Lot	2	Development Needed	\$1000	0.1
	1					0.1

## GIS Maps Assist Habitat Restoration and Other Development Activities

- On-site coordination with contractors and field staff.
- GIS used to document restoration and other development accomplishments.
- Development maps become the base map to record future management accomplishments (e.g. burning, weed control, etc.)



- Discharge of firearms except during State hunting seasons
- Use of motorized water craft
- Dog trials
- Horseback riding
- Commercial bait collecting
- Beekeeping

**Public Uses Permitted** (See Compatibility Determinations in Appendix F)

- Hunting in accordance with State seasons and regulations
- Wildlife observation
- Photography
- Fishing in accordance with State seasons and regulations
- Environmental education
- Interpretation for individuals or groups
- Trapping in accordance with State seasons and regulations
- Berry and nut collecting for personal use
- Limited plant and seed collection for decorative purposes

*(Note: these uses include the use of non-motorized means of access including hiking, snowshoeing, cross-country skiing, or where appropriate, bicycling on existing trails)*

**Generally Permitted Management Activities Done by Others, and Miscellaneous Activities/Programs**

(See Compatibility Determinations in Appendix F)

- Haying for grassland management
- Farming for grassland management
- Grazing for grassland management
- Timber or firewood harvest
- Food plots and feeders for resident wildlife
- Wildlife nesting structures
- Archaeological surveys
- Special access for disabled users
- Irrigation travelways across easement wetlands
- Temporary road improvement outside of existing right-of-way
- Special dedications/ceremonies
- Wetland access facilities
- WPA parking facilities
- Local Fire Department Training – Prescribed Burning
- Local Fire Department Training – Burning of Surplus Buildings on New Acquisitions

**Other Reoccurring Uses Handled on Case-by-Case Basis**

- New or expanded rights-of-way requests
- Major new facilities associated with public uses
- Commercial filming
- Special events
- Animal collecting requests
- Other requests for uses not listed above

Drainage

We often receive requests to maintain, improve, or construct drainage systems onto or across WPAs. See Appendix O for a copy of the Detroit Lakes WMD drainage policy. In summary, legitimate drainage maintenance will be allowed to the original scope and effect of the drainage system. No new drainage will be allowed.

# Chapter 4: Management Direction

## Detroit Lakes Wetland Management District

This chapter of the draft Comprehensive Conservation Plan steps down overall guidance to the District through station specific objectives and strategies. The objectives and strategies are unique to the Detroit Lakes Wetland Management District and identify activities that achieve the Plan's goals, the District's purpose and the National Wildlife Refuge System mission (Chapters 1 and 2).

Detroit Lakes Wetland Management District is located in northwestern Minnesota and includes the counties of Becker, Clay, Mahnomen, Norman and Polk. The headquarters is near Detroit Lakes, which is located in the southern portion of the District. The District is bordered on the west by the flat Red River Valley Flood Plain and by the rolling hardwood forest-lake region on the east. The primary economic base of the area is agriculture, with a strong tourism industry centered on area lakes.

The rolling prairie zone and associated wetlands of this District, located between glacial Lake Agassiz's beachline and the hardwood forest, have not been spared from agricultural development. The tallgrass prairie, most of the prairie wetlands, and much of the timberland have been converted to crop production.

The District currently manages 40,489 fee acres on 163 Waterfowl Production Areas, and 306 easements covering 11,960 acres. In addition, 14 Conservation Easements totaling 1,340 acres are administered by the District, covering restored wetlands and farmed lands on former Farmers Home Administration inventory property.

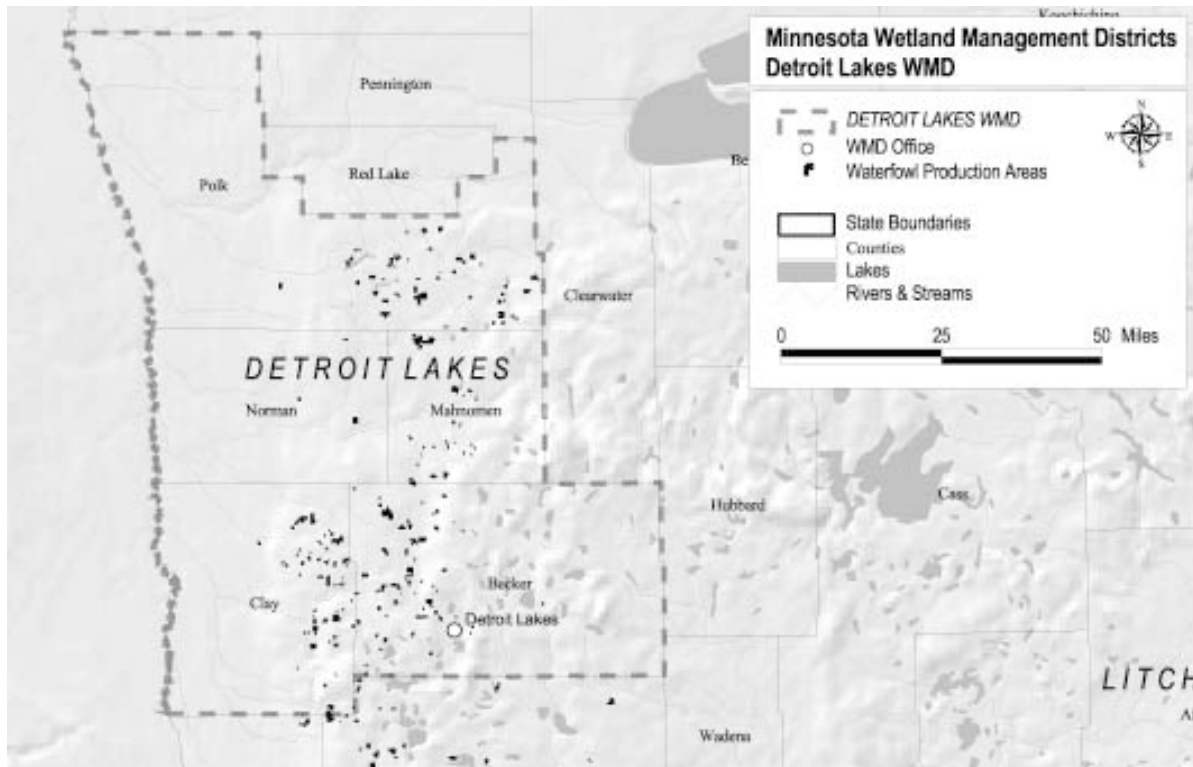
Major Habitat Types of Waterfowl Production Areas  
in the Detroit Lakes Wetland Management District (in acres)

Native Prairie (virgin)	4,001
Other Grasslands/Farmland	14,997
Forested/Brushland	3,768
Wetland/Riverine	17,819



Photo Copyright by Jan Eldridge

Figure 10: Detroit Lakes Wetland Management District



## Goals, Objectives and Strategies

### Wildlife and Habitat

#### Goal 1: Wildlife

Strive to preserve and maintain diversity and increase the abundance of waterfowl and other key wildlife species in the Northern Tallgrass Prairie Ecosystem. Seek sustainable solutions to the impact of Canada Geese on adjacent private croplands. Preserve, restore, and enhance resident wildlife populations where compatible with waterfowl and the preservation of other trust species.

**Objective 1.1:** Update MAAPE Process. The District will request that the Habitat and Population Evaluation Team (HAPET) review the Multi-agency Approach to Planning and Evaluation (MAAPE) process every 5 years to incorporate monitoring results and reevaluate strategies for increasing waterfowl production within the District.

*Strategy 1.1.1:* Work with HAPET to complete new review in 2003.

**Objective 1.2:** Alternative Waterfowl Monitoring. The District will develop alternative monitoring techniques by the year 2004 for waterfowl abundance and productivity estimates in areas of the District that are not well covered by the Four-Square-Mile monitoring pro-

gram. These estimates should be developed in cooperation with the HAPET office since the current Four-Square-Mile data is used in the mallard model and are the basis of the MAAPE process.

*Strategy 1.2.1:* Set up a meeting with the Fergus Falls HAPET office by 2003 to develop potential for expanded monitoring into the eastern (wooded) portion of the District. Develop work plan and request funds for survey work.

**Objective 1.3:** Recruitment Rate. The District will strive to increase the potential recruitment rate for breeding pairs of ducks in an average year from the current level of 11.3 to 15.0 by the year 2010 (based on the Four-Square-Mile Survey Data).

*Strategy 1.3.1:* The District will strive to restore 8,000 acres of cropland to prairie grassland and wetlands on WPAs over the next 10 years.

*Strategy 1.3.2:* The District will strive to restore 2,000 acres of cropland to prairie grassland and wetlands on private lands over the next 10 years.

*Strategy 1.3.3:* Using Wildlife Management Areas, Scientific Natural Areas, The Nature Conservancy lands, and other conservation areas, strive to increase the effective habitat block size of WPAs to 1,000 acres.

*Strategy 1.3.4:* Develop and fund a comprehensive research project on the impacts of fish in small wetlands as related to invertebrate, and subsequent water-fowl production. Identify District WPAs that sustain problem fish populations, and implement management recommendations. The District will strive to exclude fish in all new wetland restorations, and eradicate/exclude fish in 10 percent of the existing WPA's sustaining undesirable fish populations annually.

*Strategy 1.3.5:* The District will maintain and monitor existing nest structures and work to increase nest structure numbers by 20 per year up to a total of 400 structures. The District will construct and supply an additional 50 structures per year for placement on private lands.

*Strategy 1.3.6:* Remove woody vegetation through burning, timber sales, and cutting coupled with herbicide application from 10 percent of the WPAs west of Highway 59 annually.

*Strategy 1.3.7:* Remove rock piles and other hostile waterfowl habitat throughout the District.

**Objective 1.8:**

Violations. The District will inspect at least 70 percent of the WPAs, and all Conservation, Habitat, and Wetland Easements, for compliance to insure protection of habitat for migratory waterfowl and other wildlife. All illegal habitat activity will be addressed immediately and altered habitat will be restored as soon as possible.

*Strategy 1.8.1:* District management and volunteer staff will inspect District WPAs on a regular schedule. All easements will be aerially inspected twice annually.

*Strategy 1.8.2:* Hire a full-time law enforcement officer for the District.

**Objective 1.9:**

Working With Partners. The District will cooperate with all USDA, Minnesota DNR, and any other local agency programs as well as participate as a partner with District conservation organizations to increase waterfowl habitat and production.

*Strategy 1.9.1:* Secure funding to support at least one cost-shared habitat restoration project annually. Strive to add at least one additional partner in each subsequent year.

*Strategy 1.9.2:* Seek opportunities to provide technical assistance to other agencies and partners regarding habitat and wildlife issues.

*Strategy 1.9.3:* Strive to identify and cultivate one new, “non-traditional” partnership annually.

**Objective 1.10:**

Develop a Memorandum of Understanding with the Minnesota DNR that clearly articulates the responsibilities of Wetland Districts for responding to landowner complaints about damage by geese from WPA wetlands.

*Strategy 1.10.1:* Provide additional staff to employ deterrent techniques on WPAs that are generating problem goose situations.

*Strategy 1.10.2:* Re-direct nest basket efforts to favor duck production over Canada goose use through replacement or modification of baskets in problem generating areas.

*Strategy 1.10.3:* Assist Minnesota DNR in obtaining necessary information to manage resident goose populations by providing staffing to support goose banding efforts within the District.



*Strategy 1.10.4:* Work with Ducks Unlimited, the Minnesota Waterfowl Association, and local sportsman's groups to coordinate and execute the practice of planting alternate food crops/feeding areas on adjacent private land.

**Objective 1.11:** Enforcement. The Districts will prohibit the introduction of wildlife species that are not native to the Northern Tallgrass Prairie Ecosystem.

## Goal 2: Habitat

Restore native prairie plant communities of the Northern Tallgrass Prairie Ecosystem using local ecotypes of seed and maintain the vigor of these stands through natural processes. Restore functioning wetland complexes and maintain the cyclic productivity of wetlands. Continue efforts for long-term solutions to the problem of invasive species with increased emphasis on biological control to minimize damage to aquatic and terrestrial communities. Continue efforts to better define the role of each District in assisting private landowners with wetland, upland and riparian restorations.

**Objective 2.1:** Prairie Restoration. Restore an average of 800 acres of uplands on WPAs to native seeded grassland species each year. Begin the process on all new acquisitions within 3 years of purchase. Seed a diverse mix of native grasses and forbs using seed harvested from local native prairie or restored prairie. Replicate, to the extent possible, the structure, species composition, and processes of native ecological communities in the Tallgrass Prairie Ecosystem to improve migratory bird habitat and improve existing soil and water quality within respective watersheds. Our goal will be 50 species of prairie plants in the seed mix.

*Strategy 2.1.1:* Harvest, process, and store a minimum of 25,000 pounds of native prairie grass and forb seed from WPA and Minnesota State Wildlife Management Areas (WMA) for restoration work. Purchase seed of less common species when necessary.

*Strategy 2.1.2:* Use the most efficient and effective seeding techniques and site preparation, including drilling, broadcast seeding, and snow seeding. Continually look for innovative and effective seeding procedures.

*Strategy 2.1.3:* Limit the use of chemical weed control on newly seeded areas to maximize grass and forb species diversity. Use clipping and biological agents to control weeds to the extent possible.

*Strategy 2.1.4:* Expand seed harvest beyond the traditional fall harvest to include a greater diversity species.

*Strategy 2.1.5:* Secure funding to support ongoing research projects to bring to bear the best science on

prairie restoration. Variables for study include timing of harvest, seeding techniques, site preparation, and individual species abilities to colonize/compete, among others.

*Strategy 2.1.6:* Hire a botanist to devise scientifically acceptable methods to quantify prairie restorations.

**Objective 2.2:**

Grassland Management. Renovate and seed or inter-seed 200 acres of existing grassland annually to improve diversity and vigor.

*Strategy 2.2.1:* Utilize prescribed burning, grazing, and/or chemical treatments to prepare existing poor-quality grasslands for seeding.

**Objective 2.3:**

Prescribe Burn. Plan and conduct prescribed burns on 8,100 acres (20 percent of WPA acreage) annually to maintain and restore native prairie plant species to improve waterfowl and wildlife utilization, and to prepare selected sites for native seed harvest.

*Strategy 2.3.1:* Conduct prescribed burns on 30-40 units (both fee and habitat easements) totaling 7,000-9,000 acres per year.

*Strategy 2.3.2:* Continue to submit FIREBASE projects to ensure adequate funding to consistently field two burn crews during prime burning periods.

*Strategy 2.3.3:* Mimic natural burning periods by expanding current spring burning program to include summer and fall burning.

*Strategy 2.3.4:* Initiate monitoring program to evaluate and subsequently increase effectiveness of fire program in meeting management goals.

**Objective 2.4:**

Wildfire Management. Protect human life, property, natural/cultural resources, and real property both within and adjacent to Fish and Wildlife Service administered lands from those fires which start on FWS land by safely suppressing all wildland fires using strategies and tactics appropriate to safety considerations, values to be protected, management objectives and in accordance with Service Policy.

*Strategy 2.4.1:* Provide wildfire suppression training opportunities to local rural fire departments.

*Strategy 2.4.2:* Coordinate preparedness activities with Minnesota DNR Forestry Division, Bureau of Indian Affairs and local rural fire departments.

**Objective 2.5:**

Forest Management. Conduct forest management on the District to replicate, to the extent possible, the structure, species compo-



USFWS Photograph

sition, and processes of native ecological communities to improve migratory bird habitat and improve existing soil and water quality within respective watersheds.

*Strategy 2.5.1:* Utilize available surveys, soils information and historical data to determine the extent of forest and transition zone ecotypes within the district.

*Strategy 2.5.2:* Identify existing, degraded and/or lost acreages of oak savanna habitat within the District, and develop management plan for restoration.

**Objective 2.6:** Restoration. Restore an average of 100 wetlands per year both on and off District land to serve migratory birds as migration, breeding, and nesting habitat.

*Strategy 2.6.1:* Identify and prioritize list of remaining WPA wetland restorations to undertake as funding permits.

*Strategy 2.6.2:* Research the feasibility of transferring existing wetland substrate cores to new restorations to provide sources of both invertebrate and seed for re-establishment.



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*Strategy 2.6.3:* Purchase or hand harvest seed to augment establishment of wetland and wet prairie vegetation species in and adjacent to restoration areas.

**Objective 2.7:** Management. Manage water levels on 100 percent of the wetlands that have built-in water control structures to increase vegetation and nutrient recycling for the benefit of waterfowl.

*Strategy 2.7.1:* By 2004, develop a water management plan for all wetlands with water control capabilities. The plan will document desired water level elevations and draw down schedules as well as provide a plan for monitoring the effectiveness of management regimes.

**Objective 2.8:** Monitoring. Inventory and monitor hydrological systems in the District as identified in the water management plan, including chemical water analysis, water level, water flow, and the interaction of Federal lands and private lands within the watershed.

*Strategy 2.8.1:* By 2004, prepare a hydrological monitoring plan.

*Strategy 2.8.2:* Conduct regular surveys of water conditions and monitor the impacts on hydrology within the District as identified in the monitoring plan.

*Strategy 2.8.3:* Conduct water analysis to monitor changes in contaminants and other key chemicals over time as identified in the Hydrological Monitoring Plan.

*Strategy 2.8.4:* Annually inspect all water control structures and determine management needs to improve marsh productivity for breeding and brood rearing of migratory birds.

**Objective 2.9:** Plant Control. Reduce exotic and invasive plants, including noxious weeds on state and county lists through an aggressive program including burning, mowing, chemical treatment, hand cropping, and restoration seeding. Primary targets include purple loosestrife, Canada thistle, leafy spurge, and woody vegetation.

*Strategy 2.9.1:* Acquire the necessary equipment and supplies to annually conduct mechanical weed control on up to 750 acres.

*Strategy 2.9.2:* Contract or provide additional staff to cut and chemically treat invasive exotic woody vegetation (box elder, Siberian elm) on 400 acres of native grasslands on WPAs annually.

**Objective 2.10:** Minnow and Carp Control. Reduce or eliminate populations of exotic/invasive fish species on shallow prairie wetland communities within the District. Primary targets include fathead minnows, carp, and buffalo.

*Strategy 2.10.1:* Survey wetlands for potential fish populations. By 2004, develop a plan for the prioritized elimination of non-desirable fish in all wetlands.

*Strategy 2.10.2:* Ensure future wetland restorations account for, and where possible, limit potential for invasion by exotic fish species.

**Objective 2.11:** Grasshopper control. Conduct limited grasshopper control programs only as mandated by state law to protect infestation of adjacent private properties.

**Objective 2.12:** Biological Control. Increase emphasis on biological control whenever feasible. The District will continue to release beetles to control leafy spurge, purple loosestrife and spotted knapweed.

*Strategy 2.12.1:* Identify and prioritize WPAs that could benefit from expanded biological control efforts. Work with federal, state and local partners to integrate bio-control efforts.

*Strategy 2.12.2:* Identify WPAs that can serve as propagation sites for bio-control agents.

### Goal 3: Acquisition

Within current acquisition acreage goals, identify the highest priority acres for acquisition taking into account block size and waterfowl productivity data. These priority areas should drive acquisition efforts whenever possible. Service land acquisition should have no negative impact on net revenues to local government. Understand and communicate the economic effects of federal land ownership on local communities.

**Objective 3.1:** Evaluating Acquisition Priority. Review and update the current acquisition guidelines by the year 2001. Acquisition strategies for future acquisitions within the Districts will be based on site potential and consideration will be given to size, quality, key species affected, habitat fragmentation, landscape scale complexes, potential productivity of restored wetlands, etc. Managers will need to base acquisitions on biologically-based priorities, yet balance these priorities with the realities of those lands and waters available.

*Strategy 3.1.1:* Develop GIS layers containing all lands with conservation land-cover practices, both permanent (i.e WMAs) and temporary (CRP).

*Strategy 3.1.2:* Hire a wildlife biologist to conduct ongoing evaluations of private lands within the District including delineation of specific tracts for purchase or easement.

**Objective 3.2:** Goal Acres. Within 4 years conduct a biological assessment to determine if current goal acres will be sufficient to reach waterfowl recruitment objectives for the District lands.

*Strategy 3.2.1:* The wildlife biologist will work with HAPET to develop and conduct the assessment.

**Objective 3.3:** Coordination. The District will coordinate with the Fergus Falls Acquisition Office to ensure rapid response to willing seller offers that meet the acquisition priorities. An offer will be made to the seller within 6 months of the decision to acquire the tract.

*Strategy 3.3.1:* If interested in acquiring a tract, the District staff will notify the Fergus Falls Acquisition Office within 2 weeks of the initial land owner contact.

*Strategy 3.3.2:* The Acquisition Office will make contact with land owners and strive to provide an offer within 5 months of receiving the statement of interest from the District.

**Objective 3.4:** Acquisition. At the current ability of the Acquisition Office and District to complete acquisitions and restorations, the District will meet our current District goal acres within 48 years by acquiring an average of 1,000 acres in fee title, 100 acres of

wetland easements, and 50 acres of upland easements per year for waterfowl breeding and use. This objective will be modified as appropriate if the goal acres are modified or restoration funding changes.

*Strategy 3.4.1:* Identify 2,000 acres of land for potential fee and easement acquisition annually. The Fergus Falls Acquisition Office should complete acquisitions on an average of 1,000 acres of fee, 100 acres of wetland easements, and 50 acres of grassland easements annually.

*Strategy 3.4.2:* Initiate frequent coordination meetings with county commissioners in each of the five counties making up the District to discuss issues of mutual concern.

*Strategy 3.4.3:* Hire a full-time private lands biologist to cultivate landowner relationships and deliver existing government programs. (Same position as noted in Strategy 3.1.2.)

**Objective 3.5:** Advocate 100 percent of revenue sharing and a lump sum payment for past underpayment through a trust fund to the counties.

*Strategy 3.5.1:* Maintain communications with county commissioners so that accurate information is provided on a consistent basis regarding revenue sharing and payments in lieu of taxes.

**Objective 3.6:** Conduct a study that would provide the following information to managers so that they can better communicate the issues to the public:

- 1) A graph of revenue sharing for the last 20 years.
- 2) A detailed explanation of the impact of Federal ownership on school taxes.
- 3) A detailed study of the trust fund payments to the State in relation to the Revenue Sharing shortfall.
- 4) How much money do we really need to make up the trust fund from 1993 and prior?

*Strategy 3.6.1:* Contract a vendor to research and provide the information.

**Objective 3.7:** Determine local economic value of Federal land ownership.

*Strategy 3.7.1:* Contract with an economist to complete an economic analysis of the impacts of the Detroit Lakes Wetland Management District.

- Objective 3.8:** Demonstrate the hydrological benefits of restored wetlands; determine cash value of wetlands.
- Strategy 3.8.1:* Participate in Red River Basin study of wetland benefits.
- Objective 3.9:** Determine the social value of natural habitat in the landscape. Determine the importance of wildlife to people in a community.
- Strategy 3.9.1:* Contract with sociologist to conduct a study of public attitudes and values.

#### Goal 4: Monitoring

Collect baseline information on plants, fish and wildlife and monitor critical parameters and trends of key species and/or species groups on and around District units. Promote the use of coordinated, standardized, cost effective, and defensible methods for gathering and analyzing habitat and population data. Management decisions will be based on the resulting data.

- Objective 4.1:** Inventory and Monitoring Workshop: Conduct an inventory and monitoring workshop by 2003 with recognized researchers in the field to identify monitoring needs, approaches, strategies, and target species.
- Objective 4.2:** Inventory and Monitoring Plan. Develop an Inventory and Monitoring Plan by 2004 that will identify census needs and appropriate techniques as part of a coordinated monitoring program that will be used to evaluate species richness within the District by developing species data and accounts on selected sites.
- Objective 4.3:** Geographic Information System. Increase the use of GIS technology in monitoring habitat and wildlife (See operations section for details).
- Objective 4.4:** Increase the use of biological data in the overall management of the Districts by fulfilling the actions identified in the Inventory and Monitoring Plan and the following:
- Strategy 4.4.1:* Biologist. Hire a biologist, two full-time, and two seasonal technicians and purchase the necessary equipment for the District to conduct a biological monitoring program as identified in the Inventory and Monitoring Plan.
- Strategy 4.4.2:* Annual Meeting. Have annual meetings for biologists and field personnel to share information, techniques, and results of management strategies on target populations.
- Strategy 4.4.3:* Data Summaries. Summarize data concerning the impact of management strategies on target species and present to management so decisions can be based on monitoring information.



**Objective 4.5:** Biological Inventory. As part of the Inventory and Monitoring Plan, inventory the biological resources on the Districts by the year 2005.

*Strategy 4.5.1:* Hire a biologist, two full-time, and two seasonal technicians and purchase the necessary equipment for the District to conduct a comprehensive biological monitoring program as identified in the Inventory and Monitoring Plan. (Same positions as noted in Strategy 4.4.1.)

*Strategy 4.5.2:* Coordinate with peers and professionals in government, the private sector, and academia to improve the credibility of the Service's biological capabilities.

*Strategy 4.5.3:* Seek funding to support graduate level research projects within the District that focus on issues important to management of WPAs.

**Objective 4.6:** Breeding Birds. Conduct regular surveys of breeding grassland and wetland migratory birds. Include information on reproductive success as well as species abundance, using techniques that are outlined in the Inventory and Monitoring Plan.

**Objective 4.7:** Research. Encourage and cooperate in research that will further our understanding about management and habitat manipulations on the District.

*Strategy 4.7.1:* Work with local academia to identify and support graduate student research of mutual interest.

**Objectives 4.8:** Monitoring. Monitor the levels of external threats to the Waterfowl Production Areas such as soil erosion, incoming water quality, pesticide use, and contaminants as identified in the Inventory and Monitoring Plan.

#### Goal 5: Endangered Species / Unique Communities

Preserve enhance, and restore rare native northern tallgrass prairie, flora and fauna that are or may become endangered. Where feasible in both ecological and social/economic terms, reintroduce native species on WPAs in cooperation with the Minnesota DNR.

**Objective 5.1:** Threatened and Endangered Species. Identify and survey threatened and endangered species within the District looking specifically for species of special interest as listed in Appendix E.

**Objective 5.2:** Invertebrates. Conduct surveys of invertebrate communities in grassland and wetland communities following the approaches identified in the Inventory and Monitoring Plan.



- Objective 5.3:** Partners for Fish and Wildlife. With the Partners for Fish and Wildlife staff in the Regional Office, develop clear guidance for upland and riparian restoration work on private lands so each District is managing the program consistently.
- Strategy 5.3.1:* Identify limiting factors in Partners for Fish and Wildlife Program and develop methods to prioritize and address them.
- Strategy 5.3.2:* Hire a Wildlife Biologist to coordinate and increase the station's ability to respond to natural resource technical assistance requests from private landowners. (Same position as noted in Strategy 3.1.2.)
- Strategy 5.3.3:* Expand the existing prescribed fire program to include quality tracts of private native grassland habitat. Seek Partners for Wildlife or other alternative money to fund program.
- Objective 5.4:** Inventory and Monitoring. The District will identify the location of endangered and threatened species within the District boundaries through the Inventory and Monitoring Plan. The Districts will obtain baseline data including maps of all federally endangered and threatened species by 2002.
- Strategy 5.4.1:* Coordinate with Minnesota DNR, County Biological Survey, and local universities for aid in documenting and locating known endangered and threatened species locations within the District.
- Strategy 5.4.2:* Make threatened and endangered species inventories a high priority within the District monitoring plan being developed.
- Objective 5.5:** Management. The District will protect, and enhance populations of endangered, threatened, and special emphasis species (as identified in Appendix E) indigenous on District lands. Management actions applied to these areas will be tailored to meet species management needs.
- Strategy 5.5.1:* Examine habitat management practices and management unit block size for all units with threatened, endangered, and special emphasis species present.
- Objective 5.6:** Cooperation. The District will work with partners and other agencies to develop specific plans for target species occurring within the Districts.
- Strategy 5.6.1:* Develop special concern, multi-agency work groups to identify and promote management needs for special concern species.

- Objective 5.7:** Enforcement: The Districts will enforce all Endangered Species and Migratory Bird Treaty Act regulations within the District through increased contacts with hunters, neighbors, and visitors.
- Strategy 5.7.1:* Hire a full-time law enforcement officer. (Same position as Strategy 1.8.2).
- Objective 5.8:** Monitoring. The District will review baseline data including maps of all federally-listed endangered and threatened species as well as all native prairie tracts, calcareous fens, and oak savannah by 2005.
- Objective 5.9:** Cooperation. The District will identify threatened Northern Tallgrass Prairie unique communities and work through the Tall Grass Prairie Habitat Preservation Area project partners or other agencies and partners to acquire in fee title or protect through easement in cases where the Small Wetlands Acquisition Program is not appropriate. All remaining native prairie remnants within each District will be identified by 2005 and strategies for their protection will be developed by the year 2007.
- Strategy 5.9.1:* Continue to serve on multi-agency “scorecard team” that identifies prairie remnants, ranks them, and assigns a responsible partner action.
- Objective 5.10:** Identify, evaluate, and prioritize opportunities to reintroduce native species documenting the needs in a plan by 2005.
- Objective 5.11:** By 2010, begin a reintroduction program to reintroduce one species per year until all goal species identified under Objective 5.10 are reintroduced.

## People

### Goal 6: Public Use/ Environmental Education

Provide opportunities for the public to use the WPAs in a way that promotes understanding and appreciation of the Prairie Pothole Region. Promote greater understanding and awareness of the Wetland Management District's programs, goals, and objectives. Advance stewardship and understanding of the Prairie Pothole Region through environmental education, outreach and partnership development.

- Objective 6.1:** The District will strive to meet the National Visitor Service Standards for the Refuge System by the year 2005.
- Strategy 6.1.1:* Hire a public use/outreach specialist for the District by 2003 to develop and administer the District Visitor Services Plan.
- Strategy 6.1.2:* Open the visitor contact station at the WPA at District Headquarters on weekends with volunteer and paid interpretive staff.

*Strategy 6.1.3:* Provide quality wildlife observation, photography, interpretation, parking facilities and other wildlife-related recreational and educational opportunities on selected District WPAs.

*Strategy 6.1.4:* *Complete the Prairie Marsh Interpretive Trail* on the District Headquarters WPA and surrounding public and private land by 2004.

*Strategy 6.1.5:* Increase quality hunting and trapping opportunities on WPAs through continued acquisition and suitable habitat management programs.

*Strategy 6.1.6:* Continue to build volunteer staff and solicit corporate and service organization partnerships to support District programs.



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**Objective 6.2:** The District should have a full-time public use/outreach specialist by the year 2002.

*Strategy 6.2.1:* Hire a full-time public use/outreach specialist to deliver Service programs. (Same position as noted in Strategy 6.1.1.)

**Objective 6.3:** Enhance the visiting public's experience, protect wildlife habitats from damage by users and designate at least one WPA in each county that will be fully accessible.

*Strategy 6.3.1:* By 2003, identify the WPAs and develop access points that will allow people with disabilities to have opportunities for hunting, wildlife observation, photography, interpretation, and other wildlife related recreational and educational activities.

*Strategy 6.3.2:* Work in partnership with organizations that assist people with disabilities to become independent enough to take advantage of outdoor recreational and educational opportunities, such as Options Resource Center for Independent Living.

*Strategy 6.3.3:* Contact potential corporate and service organization sponsors to provide specialized access equipment if necessary.

*Strategy 6.3.4:* Enlist a corps of volunteers to help people with disabilities take advantage of the recreational opportunities provided on WPAs.

- Objective 6.5:** Develop maps for each Wetland Management District that can be easily provided upon request by the public by the year 2002.
- Strategy 6.5.1:* Utilize GIS capabilities to generate maps.
- Objective 6.6:** Develop a public use/outreach plan for the District, following the Public Use Plan developed by Fergus Falls Wetland Management District. Address internal (within the Service) and external audiences by the year 2005.
- Strategy 6.6.1:* Public use/outreach specialist will develop a Public Use Management Plan for the District by 2004.
- Objective 6.7:** Promote greater understanding of the District program by implementing Public Use Plan over the next 10 years.
- Strategy 6.7.1:* Implement the Public Use/Outreach Plan by the year 2004.
- Strategy 6.7.2:* Communicate key issues with off-site audiences through radio, television, newspapers, and the Internet.
- Strategy 6.7.3:* Promote awareness of District and U.S. Fish & Wildlife Service programs with on-site events such as National Wildlife Week, International Migratory Bird Day, Waterfowl Expo, guided tours, and other activities that promote public visits to District facilities.
- Strategy 6.7.4:* Promote awareness of District and U.S. Fish & Wildlife Service programs and recreational activities with off-site displays at county fairs, sportsman's shows, and other public gatherings.
- Strategy 6.7.5:* Maintain a current and dynamic web page for the District.
- Objective 6.8:** Provide for 1,000 environmental education visits per year on the District by 2003.
- Strategy 6.8.1:* By 2004, public use/outreach specialist will develop and Environmental Education Plan for the District.
- Strategy 6.8.2:* By 2004, Public Use/Outreach Specialist will work with Tamarac National Wildlife Refuge, Hamden Slough National Wildlife Refuge, and Rydell National Wildlife Refuge to develop environmental education curriculum that teachers in the District could use to teach their students about environmental issues.

*Strategy 6.8.3:* By 2004, public use/outreach specialist will provide all school districts in the five-county Wetland Management District with a list of environmental education opportunities that are available at U.S. Fish & Wildlife Service Offices in the District (Detroit Lakes Wetland Management District, Rydell National Wildlife Refuge, Hamden Slough National Wildlife Refuge, Tamarac National Wildlife Refuge, etc.).

*Strategy 6.8.4:* Construct an environmental education facility with an indoor/outdoor classroom to accommodate area students and educators.

## Operations

### Goal 7: Development Plan

Preparation of WPA Development Plans: Complete Geographic Information System (GIS) based WPA Development Plans for each unit in each District. Provide Districts with GIS to assist with acquisition, restoration, management and protection of public and private lands.

**Objective 7.1:** All existing WPAs will have development plans developed by 2005 if not already completed and all records will be entered into new GIS system..

*Strategy 7.1.1:* Ensure that all District WPA Development Plans and easement documentation are entered in the GIS computer system by 2004.

**Objective 7.2:** Ensure that newly acquired land receives timely, effective unit planning to meet trust responsibilities within 2 years of taking title of a parcel.

*Strategy 7.2.1:* Document annual funding needs to fully meet this and other objectives.

**Objective 7.3** Software Development. Develop and initiate use of a GIS customized for District management in all appropriate Minnesota field stations by 2003.

*Strategy 7.3.1:* Train existing staff in the use of GIS software. New employees, regardless of job series, will be GIS literate.

**Objective 7.4:** Data Entry. Complete entry of WPA and easement ownership boundaries by 2002. Enter habitat, facility, and management accomplishment layers for the District by 2003.

*Strategy 7.4.1:* Ensure that all District WPA and easement boundaries are digitized on GIS computer by 2002. Development plans and easement docu-

mentation will be entered in the GIS computer system by 2003. Update as management data becomes available.

**Objective 7.5:** Staffing. The District needs a computer administrator (data manager/GIS expert) working full-time.

*Strategy 7.5.1:* By 2004, hire a full-time computer specialist to maintain the computer systems at Detroit Lakes, Tamarac National Wildlife Refuge, Rydell National Wildlife Refuge, and Hamden Slough National Wildlife Refuge. The computer specialist would work out of the Detroit Lakes Wetland Management District office.

#### Goal 8: Support Staff, Facilities and Equipment

Provide necessary levels of maintenance, technician and administrative support staff to achieve other Wetland Management District goals: Provide all Districts with adequate and safe office, maintenance and equipment storage facilities. Acquire adequate equipment and vehicles to achieve other District goals. Maintain District equipment and vehicles at or above Service standards.

**Objective 8.1:** The staffing needs identified in the CCP are further identified in the District's Refuge Operational Needs (RONS) document.

*Strategy 8.1.1:* As projects in this Plan are realized, administrative/clerical positions to provide support for expanded programs will be necessary.

**Objective 8.2:** By 2002, identify all buildings that do not meet Service standards.

*Strategy 8.2.1:* Review current program needs for building and storage space and work with engineering on expansion of current facilities to accommodate staff and equipment.

*Strategy 8.2.2:* Expand current office facility to accommodate anticipated staff by 2003.

**Objective 8.3:** Replace or modify all buildings that do not meet Service standards or needs by 2010 through MMS projects.

*Strategy 8.3.1:* Replace siding and roofing on bunk house and storage garage. Utilize MMS funds provided for specific purposes.

**Objective 8.4:** Ensure that all District vehicles are replaced when their mileage reaches normal industry replacement standards (6 years or 60,000 miles).

*Strategy 8.4.1:* Ensure that MMS documents are updated annually to reflect current vehicle needs.

- Objective 8.5:** Ensure that the Wetland District has adequate radio and telephone communications to facilitate management efficiency and staff safety.
- Strategy 8.5.1:* By 2002, in compliance with FCC requirements, upgrade the radio base station and all mobile and portable radios needed for management and safety needs.
- Strategy 8.5.2:* By 2002, purchase enough cellular telephones to ensure that all District staff (including volunteers) can contact the District Headquarters in cases of emergency and to facilitate management activities.
- Objective 8.6:** Maintain a current inventory of all maintenance needs, updating it annually.
- Strategy 8.6.1:* Ensure that engineering and contracting are aware of all work areas requiring their assistance each year once budgets are announced. Ensure that the MMS list reflects all new needs on a monthly basis.
- Strategy 8.6.2:* Maintain currency of WPA development plans identifying management/maintenance needs including but not limited to tree removal, rock pile removal, building site clean-up, fence maintenance, etc.

#### Goal 9: Annual Capital Development Funds

Ensure that annual capital development funds are large enough to meet necessary development of new WPA land: Have adequate funds available each year to permit completion of maintenance needs for each Wetland Districts current land base of Waterfowl Production Areas.

- Objective 9.1:** Educate and provide adequate information to regional, Washington, departmental, and congressional staffs of need for capital improvement funding of an ongoing acquisition program.
- Strategy 9.1.1:* Identify all costs associated with adding new lands to the annual operating and maintenance budget for the District. Building removal, site clean up, well sealing, fence removal, rock piles, weed control, tree and brush removal, exotic species control, parking lot development, and upland and wetland restoration are but a few of the potential needs for a given site.

### Goal 10: Consistency

Develop and apply consistent policies for habitat, public use, and resource protection and ensure frequent coordination among Districts, both in Minnesota and in neighboring states with WPAs (North and South Dakota, Iowa, and Wisconsin).

**Objective 10.1:** Biannual coordination meetings for the Districts will be held to discuss common issues and practices. The meetings will include all District Managers and District Supervisors.

*Strategy 10.1.1:* Host every sixth meeting.

**Objective 10.2:** Once a year a regional meeting will be held to compare notes with Wetland Managers in Region 6 and other Wetland Management Districts in Region 3 that are not included in this Comprehensive Conservation Plan.

*Strategy 10.2.1:* Participate in coordination of meeting as requested.

**Objective 10.3:** Develop priority actions to be implemented by the Partners for Fish and Wildlife Program with the strategies to be developed in joint effort by all Districts by 2005 with the Regional Office taking the lead and responsibility for the documentation.



## Chapter 5: Plan Implementation

### Essential Staffing, Mission-Critical Projects and Major Maintenance Needs

The Service relies on two systems to track the needs of the Wetland Management Districts and other units of the National Wildlife Refuge System. These systems are the Refuge Operating Needs System and the Maintenance Management System. Each station has scores of projects in each system, representing a need which is often beyond the realities of funding. However, each station has identified its most critical needs which form a realistic assessment of funding needed to meet many of the goals, objectives, and strategies identified in the CCP. These needs also form the basis for the President's budget request to Congress. These critical needs are listed below in the categories of essential staff, mission-critical projects, and major maintenance projects. A complete listing of projects in the Operating Needs System is found in Appendix G and it represents the long-term needs of the Detroit Lakes Wetland Management District to operate at optimum levels.



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#### Essential Staffing Needs

Wildlife Biologist  
Resource Specialist  
Visitor Services Specialist

#### Mission-Critical Projects

Grassland Habitat Restoration  
Water-Level Management and Visitor Services  
Wildfire Suppression and Prescribed Fire

#### Major Maintenance Projects

Replace Tiltbed Truck  
Replace Tractor  
4 Additional Projects

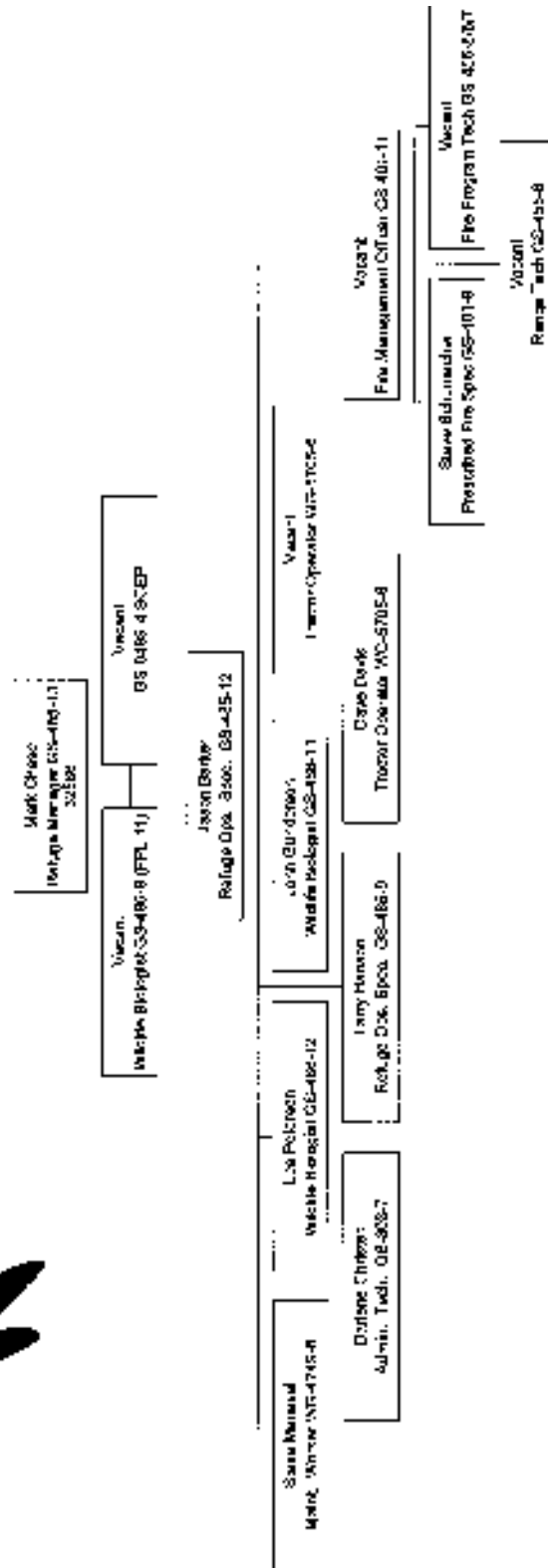
*Total funding needs:* *\$1,013,000*

Figure 11: Staffing Chart

This Organization Reports to Regional Refuge Supervisor 3 - 33030



# Detroit Lakes WMD



## Step-down Management Plans

Existing Step-Down plans that only need a slight modification to implement the direction of the CCP include the following:

<b>Plan</b>	<b>Completion Date by December of:</b>
Fire Management	2001
WPA Development Plans	Review/Update 20 percent of plans annually

The draft list of Step-Down Management Plans necessary to implement the direction of the CCP include:

<b>Plan</b>	<b>Completion Date by December of:</b>
Grazing Management	Unit Specific - as needed
Public Use Management	2004
Biological Inventory and Monitoring	2004

## Partnership Opportunities

We plan to maintain and foster partnerships with: Minnesota Department of Natural Resources, The Nature Conservancy, Ducks Unlimited, Minnesota Waterfowl Association, Partners in Flight, five Watershed Districts, and five County Administrations.

Within the Private Lands Program, the Refuge maintains partnerships with six Soil and Water Conservation Districts in five Counties.

We will seek to develop partnerships with additional public and private groups as opportunities arise.

## Monitoring and Evaluation

Monitoring is critical to successful implementation of this plan. Monitoring is necessary to evaluate the progress toward objectives and to determine if conditions are changing.

Accomplishment of the objectives described in this CCP will be monitored annually by the District Manager's supervisor. Successful performance will be tied to the accomplishment of objectives that are scheduled for that year. The public will be informed about the activities of the District staff through news releases and information on each District's web site.

The techniques and details for monitoring related to specific objectives will be specified in the Inventory and Monitoring Step Down Plan.

Substantial changes are likely to occur within the Service and the local community during the next 15 years. The Plan and its objectives will be examined at least every 5 years to determine if any modifications are necessary to meet the changing conditions.